S. HRG. 98-792

# NATIONAL AIRPORT SCATTER PLAN TEST

## HEARING

BEFORE THE

SUBCOMMITTEE ON AVIATION

OF THE

## COMMITTEE ON COMMERCE, SCIENCE, AND TRANSPORTATION UNITED STATES SENATE

NINETY-EIGHTH CONGRESS

SECOND SESSION

ON

NATIONAL AIRPORT SCATTER PLAN TEST

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APRIL 12, 1984

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**Serial No. 98-83**

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Printed for the use of the Committee on Commerce, Science, and Transportation

U.S. GOVERNMENT PRINTING OFFICE

35-379 O WASHINGTON : 1984

S261-49

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# NATIONAL AIRPORT SCATTER PLAN TEST

THURSDAY, APRIL 12, 1984

U.S. SENATE,
COMMITTEE ON COMMERCE, SCIENCE, AND TRANSPORTATION,
SUBCOMMITTEE ON AVIATION,
*Washington, D.C.*

The subcommittee met, pursuant to notice, at 9:40 a.m., in room SDG-50, Dirksen Senate Office Building, Hon. Paul Trible, presiding.

Staff members assigned to this hearing: Chuck Doyle, staff counsel; and Steve Palmer, minority staff counsel.

## OPENING STATEMENT BY SENATOR TRIBLE

Senator TRIBLE. This meeting of the Aviation Subcommittee will come to order.

I am delighted to welcome some of my distinguished colleagues from the Congress, and I would also like to make a very brief statement to place this inquiry in the proper perspective.

The scatter plan is the most controversial of the many issues relating to National Airport. There are a number of reasons for the widespread debate and dissatisfaction.

First, there is the understandable unwillingness of the residents of this metropolitan area to tolerate the constant noise associated with an urban jetport like National. Second, there are legitimate safety and environmental concerns. All of these important issues will be aired today.

There is an additional reason for the controversy, one that could have been easily avoided. The two pillars of administrative due process are adequate notice and the opportunity for full a hearing for those affected by the administrative decision. Because of only minimal notice and opportunity to respond were given by the FAA, many individual citizens and their representatives learned of this proposal secondhand, and were unable to fully express their thoughts and concerns.

This unfortunate situation has created an unnecessary climate of confrontation.

The FAA notice of the scatter plan Test was sent to a mailing list of only 200, and the only hearing offered was a written comment period of several weeks duration. If more had been done, if notice had been more widely published, civic associations and citizen groups more fully notified, if an adequate number of public hearings had been scheduled, we could have avoided the problems that occurred. With 871,000 people who were directly affected by

the noise produced by this test, surely more than minimal notice required by law was warranted.

One of the primary purposes of today's hearing is to give local elected officials and citizen groups their first opportunity to speak on this issue in an appropriate forum, and to request that the FAA respond, for the record, to the questions raised.

I note that this hearing lacks one principal party, the Council of Governments—the organization that requested the scatter plan. This organization declined to send a representative here today. COG is an essential party to this matter, and it is unfortunate that we will not hear from it.

In conclusion, let me say that I see an unexpected benefit from all of this controversy. Residents throughout the metropolitan area now recognize the undesirable effects of the overcrowding at National Airport. We must continue to work for a reduced passenger cap. We must continue to offer attractive incentives for use of Dulles and BWI. I am pledged to continue to do everything I can to reduce the cap at National, to reduce the noise for all the residents of this region.

Now our first panel.

Senator Warner, we welcome you, Congressman Parris, Congressman Fauntroy, Congressman Wolf, and Congresswoman Byron. We are prepared to hear your testimony. Your statements will be made a part of the record, and we would invite you to read your statement in full or summarize the points made.

Congresswoman Byron, we are happy that Maryland is represented as well.

Senator Warner, if you would like to begin.

## STATEMENT OF HON. JOHN W. WARNER, U.S. SENATOR FROM VIRGINIA

Senator WARNER. Thank you, Mr. Chairman.

I wish to express appreciation, on behalf of the Congress, for your undertaking to chair this very important hearing.

It has often been said that National Airport serves the Congress, as indeed it does. I have worked on this issue for many years, as have my colleagues, and indeed I think that the paramount concern is not the interest of Congress in terms of its own convenience, but the safety. That is the one element which I add to your very comprehensive statement which I support.

Safety is the first consideration of all of us, in the Congress, the Federal Aviation Administration, and the public.

Mr. Chairman, as you well know, a new Federal Aviation Administrator has just been appointed, Admiral Engen. I had the pleasure of working with Admiral Engen during my term of duty as Secretary of the Navy. I regard him as one of the most competent professionals ever to undertake responsibility as the FAA Administrator.

As you know, the Senate confirmed him last week. I talked to him yesterday. He will soon take the oath of office and commence his responsibilities. We recognize that the scatter plan terminated. As you emphasize in your statement, it is important that one of Admiral Engen's first responsibilities is to force the termination of

that plan. The evidence has been gathered, and it has been assessed, the plan is not working.

I will accept your offer to submit a more complete statement, but out of deference to my colleagues, I will conclude on the note that safety is the main concern. We have a new Administrator of unquestioned professional competence. I hope that we will see a new direction toward greater emphasis on Dulles Airport, and cap the growth at National, and make National function in a manner that provides with greater safety and minimum possible inconvenience to the residents of the area.

[The statement follows:]

STATEMENT OF HON. JOHN W. WARNER, U.S. SENATOR FROM VIRGINIA

First, I would like to thank you for convening this morning's hearing on this subject. I am pleased to be here and I will be brief. The debate over the proper use and regulation of Washington National Airport has a history as long as that airport has been in existence. The reason for this debate is clear. This airport, while providing convenient access to our nation's air transportation system for some people, also impacts on a wide range of metropolitan Washington residents because of its location in the center of a large, heavily populated region. It is only natural that when such a large population group made up of people with different interests and objectives are impacted by a public facility such as National Airport, you have a recipe for controversy. But, there is one thing about which, in my judgment, there is no disagreement—it is that the situation at National is not perfect—that it is an institution vastly in need of improvement. That is what the Scatter Plan is all about—that is what we are here this morning to discuss.

As I understand it, the philosophy behind the scatter plan is that all residents of the Washington Metropolitan region should share in the misery created by the airport. That those people residing in the established take-off and landing routes of aircraft using National have suffered a disproportionate share of the noise created by those aircraft. The Scatter Plan was then designed to spread the noise over the entire region.

While I understand the aims of this plan and am in complete sympathy with those who suffer the roar of jet aircraft day in and day out—for I am one of those people—I do not believe that increasing the number of people who must live with this noise in any way constitutes a solution to the National Airport problem. In fact, I believe that it goes in the other direction. It creates new problems. It not only subjects more people to increased noise, it also increases the number of departing aircraft flying over population centers and the safety questions that arise from that.

Therefore, Mr. Chairman, I will close with the thought that there are several options that I would advocate that are, in my judgment, more sensible and are supported by a wider range of those of us who must live with and use National Airport. These include the numerous initiatives that have been taken by the Virginia Congressional Delegation—you, Mr. Chairman, Congressmen Frank Wolf and Stan Parris and myself. National Airport's passenger traffic should be capped as is done in the National Airport Operating Policy that has been supported by former Secretary of Transportation Drew Lewis, and also current Secretary Elizabeth Dole. We also need to improve the facilities and ground access to Dulles Airport—Washington, D.C.'s airport of the future and the solution to the National Airport problem that makes perfect sense. We have made significant progress in this direction and we should continue to channel our energies there. The Scatter Plan conception is in no way helpful to this process.

I would also like to briefly touch on one other subject. We have been repeatedly assured by FAA officials that the Scatter Plan is not in effect at this time. However, I receive numerous calls daily in my office, as I know they also do at the FAA, from Northern Virginians who are continuing to experience jet noise that they had never been subjected to before the recent Scatter Plan test. I have contacted Admiral Engen about this and I hope that the FAA will soon take the necessary steps to see that all aircraft are following the established procedures when arriving or departing National Airport.

Thank you, Mr. Chairman.

Senator TRIBLE. I thank my distinguished colleague for his contribution. I applaud his restraint, it is unusual for a member of the U.S. Senate, I must say.

Speaking for myself, as well as my colleague from Virginia, we are pleased that a number of our colleagues from the other body have joined us today. I will yield to you, ladies and gentlemen, to proceed as you see fit.

Senator WARNER. I will have to leave early, Mr. Chairman, to chair a hearing of the Senate Armed Services Committee, but I would like to yield to my colleague, Mr. Parris.

Senator TRIBLE. Mr. Parris.

## STATEMENT OF HON. STAN PARRIS, U.S. REPRESENTATIVE FROM VIRGINIA

Mr. PARRIS. Thank you very much, Senator, and Senator Trible.

In the interest of time, and so as not to trespass on the subcommittee hearing, in general, let me just submit a statement for the record.

Senator TRIBLE. Your full statement and that of your colleagues will be made a part of the record. I might say at this point that you are all invited to join me on this panel of one, if you care to do so, after your testimony.

Mr. PARRIS. Thank you very much, Senator.

As you and I have talked on considerably more than one occasion, being neighbors, a mile or so away on the south takeoff path and south approach procedure, the scatter plan was a lousy idea in the first place. I think that the Council of Governments did this area a great disservice by instigating it.

The statement, essentially, Paul, indicates that we continue to receive complaints from the central Fairfax County area, and I would use, as examples, Annandale and Springfield where, if in fact the normal takeoff and departure procedures are being properly applied, there should be very little impact in those areas. So I have requested that the FAA continue to monitor to determine whether or not these are overly reactive responses from people, or whether they are indeed justified.

Second, and then one other finally, we have received some suggestions from a number of persons in my area, in the area of Mount Vernon itself, in regard to departures and northern approaches.

Finally, the Old Town Citizens Association of Alexandria has sent us a fairly comprehensive number of suggestions, which we have forwarded to the FAA. We look forward to working with them on that, and we look forward to their response.

Thank you for this hospitality.

[The statement follows:]

### STATEMENT OF HON. STAN PARRIS, U.S. REPRESENTATIVE FROM VIRGINIA

Mr. PARRIS. Mr. Chairman, I appreciate this opportunity to discuss the scatter plan and the larger issue of airport noise in Northern Virginia, and I commend you for the service you are providing to our mutual constituents in Fairfax County and Alexandria.

The widespread opposition encountered by the scatter plan throughout Northern Virginia clearly indicated that there was no realignment which could have satisfactorily resolved any unfairness inherent in the 1967 departure route decision. I am

concerned, however, over reports that some jets are still following the scatter plan flight paths. Such a violation of federal regulation is clearly unacceptable. So is the response we at one time heard from the Federal Aviation Administration that our constituents were hearing noise they had not noticed in the past because they had been oversensitized to the noise as a result of the publicity over the scatter plan.

In February I wrote to the acting administrator of the Federal Aviation Administration to express my concern over these reports and I received the attached response from the Director of the Washington Airports. I would like to submit these radar readings to the Subcommittee for its consideration.[1] Specifically, I would request the opinion of the Subcommittee as to whether it feels this response is sufficient, especially in light of more recent statements made by the FAA. For instance, James Wilding said on Monday that some pilots may be failing to throttle back at 1,500 feet as National's voluntary guidelines call for. Also, Mr. Wilding indicated that in good weather pilots may be cutting over Rosslyn rather than staying over the Potomac until they reach the Georgetown Reservoir. However, it is far from clear that these factors have any bearing on noise in central Fairfax County.

For these reasons, and since the reports of unusually loud aircraft noise continue from Springfield and Annandale, I am requesting that the Subcommittee investigate the possibility of additional monitoring of flight paths and aircraft noise in central Fairfax County to determine if additional data can shed more light on this problem.

I would also be delighted to submit for the record if so desired the correspondence I have received from a large number of constitutents who have written to me to express their concern that planes are still following the scatter plan flight paths. I appreciate this opportunity to participate in these much-needed hearings.

SUPPLEMENTARY COMMENTS

It is essential that we take every step possible to protect the interests of the Alexandria and Mount Vernon area. We must ensure that the letter and intent of the 10:00 p.m. National curfew is strictly enforced. Further, the Waynewood Women's Club has reported that a new, recently-used southward diversion of aircraft approaching National Airport from the north has the potential to reduce noise impact on Mount Vernon and provide relief from the excessive noise created by the presently-used turn-around which the planes arriving from the north use over Mount Vernon. I urge the subcommittee to give this proposal every possible consideration for the purpose of expressing its support for it to the Federal Aviation Administration.

Finally, I have received the attached correspondence from the Old Town Civic Association suggesting procedures for alleviating aircraft noise.[2] I have made a special request for the Federal Aviation Administration to consider and study their comments. I would appreciate the assistance of the Subcommittee in evaluating this proposal and in obtaining a substantive response from the Federal Aviation Administration.

I appreciate the Subcommittee's consideration of these comments.

Senator TRIBLE. Congresswoman Byron, welcome. If you would proceed.

## STATEMENT OF HON. BEVERLY B. BYRON, U.S. REPRESENTATIVE FROM MARYLAND

Ms. BYRON. Thank you, Mr. Chairman.

I am delighted to have an opportunity to testify before your panel this morning.

Frankly, I think I will probably be a little lonely up here, since I have come somewhat to support the scatter plan, or a variance of that plan. I think that it would more accurately disperse the noise of the jets over National Airport.

I thank you for this opportunity to appear on this side of the Capitol. Yet, I can't help but feel that this is a little premature since the jury is still out, since the final Federal Aviation Adminis-

[1] Retained in committee files.
[2] Idem.

tration study and the Washington Council of Governments study is not to be released for several months.

Without these assessments, I fear the procedure will probably largely take favor of the emotional public relation rehashing of the charges and countercharges of the past few months that we have seen. Knowing of your reputation, I assume that this committee will hold the record open until the report and associated comments are available and may be submitted.

Senator TRIBLE. I can assure the gentlelady from Maryland that cool heads will prevail.

Ms. BYRON. About 85 percent of the calls to the FAA were in opposition to the scatter plan. This figure, however, should not be used as a significant form of measurement of the scatter plan, because the Coalition of Airport Problems' review indicated an obvious orchestration of telephone calls against the plan from Northern Virginia.

I don't really recall too many residents calling in from Potomac, because things were better for them during that timeframe. I doubt that a strong majority of those whose opinion opposed the scatter plan were really very strong.

The plan did what it was supposed to do. It dispersed the noise over a wider geographical area, affecting a larger segment of the metropolitan population. The environmental assessment prepared by the FAA stated that the 30-second 75 dB for the test encompasses a residential population of over 871,000 as compared to the previous 551,000 existing.

I would be amazed if the unfavorable comments did not outweigh the favorable comments. But I think that those of us who are familiar with the operation of a congressional office also realize that adverse comments always far outweigh favorable comments on nearly all issues.

The issue is not, and I don't think it should be or become, a popularity contest. I think that the issue is equity and civic responsibility.

Having said all of that, I anxiously await the results. I would hope that since the scatter plan seems judged unacceptable by many that the efforts will continue to seek a more equitable distribution of the noise of traffic at National Airport, even without addressing the safety aspect, which I think is one which should be of prime concern.

Assuming that, I would ask the opponents of the plan what would they propose to do to relieve the noise level and the inconvenience suffered by those individuals living along the river corridor. I would also ask the new FAA Administrator to work along with the Council of Governments and the individual committees in finding a solution.

Those whose communities have been enhanced by National Airport have also an obligation to resolve the associated burden that continues. Continuing to shift these problems down the river is not the answer.

Having said that, I will submit the rest of my statement for the record.

[The statement follows:]

STATEMENT OF HON. BEVERLY B. BYRON, U.S. REPRESENTATIVE FROM MARYLAND

Mr. Chairman, I anticipate being very lonely up here today. I have come to speak in support of the scatter plan or some variation of that plan which would more equitably disperse the noise of jet overflight from National Airport.

I thank you for providing me with the opportunity to appear on this side of the Capitol. Yet I can't help but feel that this hearing is a bit premature. It is my understanding that the final Federal Aviation Administration and the Washington Metropolitan Council of Government Studies of the "scatter plan" are not to be released for several months. Without these assessments I fear that this proceeding will largely take the flavor of an emotional, public rehashing of the charges and counter-charges of the past months. I hope that this committee will hold the record open until these reports and associated comments may be submitted.

I am reminded by those citizens who oppose an equitable distribution of noise and airplane overflights, that approximately 85 percent of the calls to the FAA telephone poll were in opposition to the scatter plan. This figure, however, should not be used as a significant form of measuring the scatter plan. A coalition on airport problems (CAP) review, indicates an obvious orchestration of calls against the plan from Northern Virginia. In fact, I am told that one individual's name was recorded eight times in a single day. However, in spite of this, I do not doubt that a strong majority of those who offered opinions opposed the "scatter plan." This is because the plan does what it was designed to do: It disperses noise over a wider georgraphical area, affecting a larger segment of the metropolitan population. The environmental assessment prepared by the FAA states that the 30-second, 75 decibel contour for the test encompasses a residential population of 871,000, as compared to a population of 551,000 for the existing departure procedure. Frankly, I would be amazed if adverse comment did not outweigh favorable comment.

Any of you who are familiar with the operation of a congressional office know that adverse comments far outweigh favorable comments on nearly all issues. The issue is not, and should not become, a popularity contest. The issue is equity and civic responsibility.

No one familiar with National Airport can deny that Arlington and Alexandria, Virginia, as well as the District, gain significant economic benefit as a direct benefit of this facility. According to a study compiled by the Committee for National Airport and the Air Transport Association, "National Airport's economic impact on the Washington Metropolitan area last year amounted to $661 million." Of those employed by National Airport, approximately 4,500 live in Virginia, 1,500 live in Maryland, and 600 live in the District. The question now arises in how the benefits and the burdens shall be distributed among these communities. I am told that the present departure pattern puts an unbearable noise and pollution burden on a single segment of the population. A plane departs every 2 to 3 minutes from National, averaging 30 overflights per hour on a specific region, or nearly 300 flights per day. The scatter plan would reduce this number to 3 to 4 planes per hour over a given area. My district has an eastern border near the Cabin John Bridge. My constituents were greatly relieved for a few months with the scatter plan. They noticed a significant reduction on noise in their area.

I anxiously await the results of the scatter plan reviews. I would hope that if the scatter plan is judged unacceptable, that efforts would continue to seek a more equitable distribution of the noise and traffic associated with National Airport. Even without addressing the safety aspect, I am concerned about several factors which lead me to feel that Congress and the FAA are not solving the problems of National Airport. There is a continuing inability to establish lower passenger ceilings at this very crowded facility. However, the remedy will have to include more than this. Airplanes are now sneaking under noise Standards that were adopted specifically to preclude their arrival.

Assuming that the scatter plan is not adopted, I would ask the opponents of this plan: "What do you propose to relieve the noise levels and inconvenience suffered by those individuals living along the river corridor?" I would also ask the FAA to work along with the council of governments and the individual communities in finding a viable solution. Those whose communities have been enhanced by National Airport have an obligation to resolve the associated burdens. Continuing to ship these problems down the river is not the answer.

Senator TRIBLE. Congresswoman Byron, I want to thank you for representing the minority view.

Now we will turn to the distinguished Congressman from the District of Columbia, Mr. Fauntroy.

## STATEMENT OF HON. WALTER E. FAUNTROY, U.S. REPRESENTATIVE FROM THE DISTRICT OF COLUMBIA

Mr. FAUNTROY. Thank you very much, Senator Trible.

I want to join my colleagues from the House in commending you for this effort to seek some answers and accurate information about the current status of flight patterns in the Washington metropolitan area. As the single voice of some 750,000 citizens of the District of Columbia in the Congress, more than half of whom, incidentally, were impacted by the scatter plan, I am here to register my deep concern over flight activity since the purported termination of the plan. Shortly after January 7, 1984, when the Federal Aviation Administration announced the termination of the scatter plan, some 2 weeks prior to the expiration of the 90-day test period, my office began to receive a steady stream of letters and telephone calls from District residents complaining of continued airplane noise pollution in their neighborhoods.

The preponderance of contacts came from persons residing in either far northwest or far southeast Washington. The complaints were similar, that it was felt that, despite FAA's termination of the scatter plan, a de facto scatter plan continued in operation.

My office contacted the FAA, National Airport officials, and others, and we were assured that the plan was in fact terminated. We were given a variety of explanations of why many citizens might be experiencing exposure to flights that they had not experienced prior to the plan. We were assured that a return to pre-scatter plan patterns would eventually occur. Yet, as late as yesterday, Mr. Chairman, my office was still being contacted by the affected citizens.

In an effort to secure information, my staff toured some of the affected areas in February and March, and noted what appeared to be a high level of flight activity, departures and arrivals. While they had no prior history from which to judge, based upon their tours and the information supplied by citizens, however, our staff is convinced that the situation warrants a more scientific analysis. It seems to me that doubt will exist and complaints will continue unless and until it can be shown by definitive evidence that the scatter plan has indeed been abandoned.

Nearly 80 percent of the people who contacted the FAA, and nearly 90 percent of those who contacted the Council of Governments expressed opposition to the scatter plan during that test period. These persons were located throughout this region, and in each of the three jurisdictions.

The citizens of Virginia, the District, and Maryland, I think are entitled to know the facts. If the word has not gotten out effectively or efficiently to all of the pilots flying in and out of National Airport, that should be disclosed, and it ought to be quickly remedied.

If pilots are purposely deviating from the pre-scatter plan patterns, I think that strict control may be required. If ambiguities in the flight pattern guidelines, as they have been called, intentional or not, is the cause, then the citizens should be informed, and steps should be taken to reduce broad interpretation of those guidelines.

Senator, we must know whether we have in fact returned to the pre-scatter plan situation, or do we have something else now. I am hopeful that this hearing will produce some answers.

I want to thank you on behalf of the residents of the District of Columbia who are represented by the Member of the House who represents more citizens than any single Member of the House, and more than 12 of your colleagues here, because there are several States that have less people than the District of Columbia. We are hopeful that you will get to the facts of this matter for us.

[The statement follows:]

STATEMENT OF HON. WALTER E. FAUNTROY, U.S. REPRESENTATIVE FROM THE DISTRICT OF COLUMBIA

Senator, I wish to commend this effort by you seek answers and accurate information about the current status of flight patterns in the Washington Metropolitan Area.

As the single voice in Congress for the 700,000 citizens of the District of Columbia, more than half of whom were impacted by the "scatter plan", I am here to register my deep concern over flight activity since the purported termination of the plan.

Shortly after January 7, 1984, when the Federal Aviation Administration announced the termination of the scatter plan, some 2 weeks prior to the expiration of the 90-day test period, my office began to receive a steady stream of letters and telephone calls from District residents complaining of continued airplane noise pollution in their neighborhoods.

The preponderance of contacts came from persons residing in either far northwest or far southeast. The complaints were similar, that it was felt despite FAA's termination announcement, a de facto scatter plan continued in operation.

My office contacted FAA, National Airport officials and others, and was assured that the plan was terminated. We were given a variety of explanations as to why many citizens might yet be experiencing exposure to flights that they had not experienced prior to the plan. We were assured that a return ot pre-scatter plan patterns would eventually be achieved. Yet, as late as yesterday, my office was still being contacted by affected citizens.

In an effort to secure information, my staff toured some of the affected areas in February and March and noted what appeared to be a high level of flight activity, departures and arrivals. While they had no prior history from which to judge, based upon their tours and evidence supplied by some citizens, my staff was convinced that the situation warranted a more scientific analysis.

It seems to me that doubts will exist and complaints will continue unless and until it can be shown by definitive evidence that the scatter plan has indeed been abandoned.

Nearly 80 percent of the people who contacted FAA and nearly 90 percent of those who contacted the council of governments expressed opposition to the scatter plan during the test period. These persons were located throughout this region, in each of the three jurisdictions.

The citizens of Virginia, the District and Maryland are entitled to know the facts. If the word has not gotten out effectively and efficiently to all the pilots flying into National Airport, that should be disclosed, and quickly remedied. If pilots are purposefully deviating from pre-scatter patterns, stricter controls may be required. If ambiguity in flight pattern guidelines—intentional of not—is the cause, citizens should be informed and steps should be taken to reduce broad interpretation.

Senator, we must know whether we have in fact returned to a pre-scatter situation or do we have something else. I am hopeful this hearing will produce some answers. Thank you.

Senator TRIBLE. Congressman Fauntroy, I appreciate your presence here today, and the contribution that you have made. It is our purpose to thoroughly review the situation, and get those facts on the public record. Also to give the leaders and citizens of our communities an opportunity to participate in this process.

Several things come to mind. First of all, your presence here today underscores the fact that concern about the scatter plan ex-

tends throughout the metropolitan area. The increased noise affects the citizens of Virginia, the District of Columbia, and Maryland as well.

This is not to suggest that everyone applauds the scatter plan, or on the other hand that everyone is opposed to the scatter plan. Rather there is widespread concern about the noise generated at National Airport. It does appear that citizens of the Washington metropolitan area are overwhelmingly opposed to the scatter plan.

I recently heard that one of your best known citizens was complaining yesterday about the airplane noise levels in the District of Columbia. I read that the President was complaining about the overflight of airplanes. The President of the United States, and those of us who do not occupy such an exhalted position, are all plagued by noise generated from National Airport. It is pervasive throughout the community. I think that this is a fact that we will have to address in the days ahead.

We want to reduce that burden. We don't want in any way to extend the reach of that noise, or to impose a heavier interference in the lives of citizens living in the Washington metropolitan area.

Congressman Wolf.

**STATEMENT OF HON. FRANK R. WOLF, U.S. REPRESENTATIVE FROM VIRGINIA**

Mr. WOLF. Thank you very much, Mr. Chairman.

I appreciate the opportunity to be here and I want to commend you for taking the leadership in scheduling this hearing today on the scatter plan test at National Airport and its impact on the quality of life of northern Virginians.

The record will show that I firmly opposed the scatter plan test for aircraft departing from National Airport conducted between October 24, 1983, and January 8, 1984. The test was conducted by the Federal Aviation Administration at the request of the Metropolitan Washington Council of Governments.

I believe that the Council of Governments should have been here today to address this issue because they requested it, then voted against keeping it in operation, and finally voted to cancel it. To do all of those things, and then not to be here at least to explain the justification is unfortunate. I think an appropriate question that you should ask the Council of Governments is if they have done anything to assume that the test is truly cancelled, or if it is being abused.

I would urge you to submit questions in writing and request that they answer.

The larger question before us today is not the scatter plan itself, but the fact that even with the test now ended, intrusive aircraft noise is continuing to plague the people of northern Virginia.

The test of the scatter was without question a failure as evidenced by the outcry from the community and the calls and letters received by the FAA and area officials. A new controversy has now developed, however, that could surpass the uproar over the scatter plan test—Why is the noise continuing in many residential areas in excess of the pre-scatter plan test conditions?

Because of continuing complaints of noise from area residents, I arranged a meeting with several citizen groups and the FAA on March 20 for the residents to present their concerns. Simultaneously, I asked the Fairfax Board of Supervisors to contract with a consultant outside the FAA to analyze the scatter plan test data and the current noise levels and determine the status of the scatter plan test and identify if any new flight routings have developed in the aftermath of the test.

Just this week, I spoke with James Wilding, Director, Metropolitan Washington Airports, and learned that the FAA has begun to discern some irregularities in flight routings from National Airport. I am convinced that the revelations presented to FAA by area residents played a large role in FAA coming to grips with the possibility that residents are experiencing noise pollution which greatly exceeds anything they previously experienced.

This situation is particularly unsettling after the announced conclusion of the scatter plan test. During the test, the community knew why they were being subjected to such a dramatic increase in both the frequency of jet departures and overflights. But since the test has ended, the reasons for the continuing oppressive noise have gone unexplained and are all the more frustrating, if not mysterious, to the community.

I think that the credibility of both the FAA and the Department of Transportation is really on the line. What we need now are answers, not from the community, but from the FAA. We have information from the community as to possible reasons for irregularities, but we need FAA to explain what exactly is causing this problem and take immediate action to correct it.

The community needs to know if there has been an informal establishment of restricted takeoff and landing routes or radials as permanent all-weather corridors, and whether the two-stage climb noise abatement procedures have been abandoned. If so, it is my strong position that FAA take action to assure compliance with proper flight routings and appropriate power settings, without, of course, derogating from safety.

I want to stress that the use of the river corridor for aircraft routings in place for 17 years may not be perfect. Former FAA Administrator Helms inferred during a meeting I had with him that the scatter plan flight routes could be potentially dangerous and aircraft ought to go back to the river route. As you know, he was an experienced aviation professional.

I think that this noise intrusion is something that the community will not tolerate. Even President Reagan has made reference to it. I think that everybody wants to do something, and I urge the FAA to take all actions to dispel the concerns, the confusion and anguish in this area.

Let me close my statement by emphasizing that I believe that limiting the use of National Airport is the crux of the aircraft noise problem upon which this hearing is focusing today. Limiting growth at National transcends the controversy over the scatter plan. The scatter plan test set various communities, all of which support limits on National, against each other and that has not been productive.

I think that it is important that we pull together and not lose sight of the fundamental steps that must be taken. We must further limit growth and reduce congestion at National, both in the air and on the ground, and do everything we can to strengthen the use of Dulles Airport. The Department of Transportation has been working on this for 7 months. They told the Congress last August that they would report back with a plan for reducing the cap at National, and they have not yet. I urge that they immediately issue revised Federal policy for Washington National Airport so that we can begin to see some real progress.

Again, Mr. Chairman, I thank you for your interest and activity, and I am confident that this hearing will provide information to get to the bottom of this matter. Again, I think that it will raise the confidence level that the community has in their government that the truth is being told.

[The statement follows:]

STATEMENT OF HON. FRANK R. WOLF, U.S. REPRESENTATIVE FROM VIRGINIA

Mr. Chairman, I appreciate the opportunity to appear before this distinguished committee today on a matter of extreme importance to the people of northern Virginia.

Let me begin by commending you for your leadership in scheduling this hearing today on the scatter plan test at National Airport and its impact on the quality of life of northern Virginians. The record will show that I firmly opposed the scatter plan test for aircraft departing from National Airport conducted between October 24, 1983, and January 8, 1984. That test conducted by the Federal Aviation Administration at the request of the Metropolitan Washington Council of Governments has concluded. But the larger question before us today, I believe, is not the scatter plan test itself, but the fact that even with the test now ended, intrusive aircraft noise is continuing to plague the people of northern Virginia.

The test of the scatter plan was without question a failure as evidenced by the outcry from the community and the calls and letters received by the FAA and area officials. A new controversy has now developed, however, that could surpass the uproar over the scatter plan test—why is noise continuing in many residential areas in excess of the pre-scatter plan test conditions?

Because of continuing complaints of noise from area residents, I arranged a meeting with several citizen groups and the FAA on March 20 for the residents to present their concerns. Simultaneously, I asked the Fairfax Board of Supervisors to contract with a consultant outside the FAA to analyze the scatter plan test data and the current noise levels and determine the status of the scatter plan test and identify if any new flight routings have developed in the aftermath of the test.

Just this week, I spoke with James Wilding, Metropolitan Washington Airports director, and learned that the FAA has begun to discern some irregularities in flight routings from National. I am certain that the revelations presented to FAA by area residents played a large role in FAA coming to grips with the possibility that residents are experiencing noise pollution which greatly exceeds anything they previously experienced.

This situation is particularly unsettling after the announced conclusion of the scatter test. During the test, the community knew why they were being subjected to such a dramatic increase in both the frequency of jet departures and overflights. But since the test has ended, the reasons for the continuing oppressive noise have gone unexplained and are all the more frustrating, if not mysterious, to the community.

What we need now are answers. Not from the community, but from the FAA. We have information from the community as to possible reasons for irregularities, but we need FAA to explain what exactly is causing this problem and take immediate action to correct it. The community needs to know if there has been an informal establishment of restricted take-off and landing routes or radials as permanent all-weather corridors and whether the two-stage climb noise abatement procedures have been abandoned. If so, it is my strong position that FAA take action to assure compliance with proper flight routings and approipriate power settings, without, of course, derogating from safety.

I want to stress that the use of the river corridor for aircraft routings in place for 17 years may not be perfect. But I believe this route minimizes the number of people exposed to aircraft noise and potential safety hazards from an airport already strained from congestion. The community will no longer tolerate continual degradation of their lives while at work and at home by the extraordinary noise they are being subjected to in the aftermath of the ill-conceived scatter plan test. I urge that FAA take action to dispel concern, confusion, and anguish in the northern Virginia community.

Let me close my statement by emphasizing that I believe that limiting the use of National Airport is the crux of the aircraft noise problem upon which this hearing is focusing today. Limiting growth at National transcends the controversy over the scatter plan. The scatter plan test set various communities, all of which support limits on National, against each other over negative and positive aspects of how the flight routings affected their particular area.

We must not lose sight of the fundamental step that must be taken: we must further limit growth and reduce congestion at National both in the air and on the ground through a reduction in the number of passengers permitted to use that airport. At the same time, we must strengthen our commitment to continue to encourage and promote growth at Dulles Airport.

I urge the Department of Transportation to quickly issue the revised federal policy for the Washington Metropolitan Airports. I also urge this region in its work to cap growth at National Airport and I appeal to the Congress to recognize the need for a balanced use of the airports serving the Washington area.

Again, Mr. Chairman, thank you for your interest in and concern about this issue of such critical importance to northern Virginia and the entire metropolitan area.

Senator TRIBLE. Congressman Wolf, I thank you for your statement today. I applaud your leadership in these matters, along with that of our distinguished colleagues from the Washington metropolitan area.

There surely is wide evidence and belief that airport noise patterns have not returned to the levels prior to the scatter plan testing. Many of you have made that point here today in very strong terms, and that is one of the matters that I will raise in my questions to Mr. Wilding, who will be representing the FAA as Directors, Washington Metropolitan Airports. He will be our next witness.

Let me just say, as I bid you farewell, I believe there will be a benefit from all of this controversy. Residents of the metropolitan area, perhaps now more than ever, have experienced the undesirable effects of the noise at National Airport. This points out the need for all of us to continue to work to reduce the passenger cap at National Airport and to continue to try to provide incentives so that we can more fully utilize Dulles Airport and Baltimore-Washington International Airport.

I would invite any and all of you to join me here for Mr. Wilding's testimony. I thank you for being here today.

Next we will hear from Mr. James Wilding, Director, Metropolitan Washington Airports, Federal Aviation Administration.

Mr. Wilding, you are most welcome. Let me say that as far as I am concerned you have one of the toughest jobs in America.

I appreciate your willingness to answer questions from time to time, and to work with those of us who try to represent the best interests of this very diverse and exciting area.

Your written statement will be submitted for the record in its entirety, if you would like to summarize the points, and then the Congressman and I will ask a few questions.

**STATEMENT OF JAMES A. WILDING, DIRECTOR, METROPOLITAN WASHINGTON AIRPORTS, FEDERAL AVIATION ADMINISTRATION, DEPARTMENT OF TRANSPORTATION**

Mr. WILDING. As Director of the FAA's Metropolitan Washington Airports, I oversee the operation of both Washington National and Dulles International Airports. I am pleased to appear before you today to discuss the scatter plan which the FAA tested at Washington National Airport.

The scatter plan was a test to determine the effect of distributing aircraft noise from jets departing National over a wider area, thus affecting more people but presumably less intensely than existing flight paths. During the test, departing aircraft were allowed to turn away from the Potomac River toward their destinations sooner than under the normally used departure procedures at National.

Specifically, during the test, aircraft on northbound take-offs could be turned as early as 2 miles from the airport, instead of the usual turning point of 10 miles. For southbound departures, the turning point was reduced from 5 to 4 miles under the plan.

As the subcommittee is well aware, aircraft noise has been a persistent problem for some residents under the flight paths for National Airport. The FAA and the Department of Transportation have worked with this problem for many years in order to reduce the impact on citizens who live around the airport or under its flight paths. In doing so, we have relied heavily for a number of years on the Metropolitan Washington Council of Governments for its comments and recommendations relating to aircraft noise issues at National. For example, in the summer of 1979, at COG's request, the FAA conducted a test of extending the south departure flight path from the standard 5 miles to 10 miles.

In the spring of 1981, COG requested that the FAA test a scatter plan which had been developed by the Metropolitan Area Coalition on Airport Problems, a local citizens organization, and the Prince George's County Advisory Board on National Airport Problems. We had to put this issue aside because of the air traffic controllers' strike in August 1981, but told COG that we would advise them when we would be able to consider such a test.

In the spring of 1983, we advised COG that air traffic control concerns no longer prevented us from considering a test of the scatter plan, but that an environmental assessment had to be completed. We prepared a detailed environmental assessment of the proposal, published it, and received a great deal of public comment, both for and against the test. This assessment was made available to COG.

In July of 1983, the COG board of directors reaffirmed its request that the FAA conduct the scatter plan test. The FAA agreed to do so for up to 90 days, so that the scatter plan idea could be properly evaluated by the community, COG, and the FAA. We began the test on October 24, 1983, and completed it on January 7, 1984. The test generated extensive public response. While it was being conducted, we received over 18,000 telephone calls and nearly a thousand letters.

We and COG are now compiling the data collected during the scatter plan test. These data include noise monitoring, flight path, and public reaction data collected by the FAA, along with public opinion information collected by COG surveys. This summer, we and COG expect to issue a joint report containing all of this information.

Once that report has been issued, should COG propose permanent adoption of the scatter plan procedure, we would consider that recommendation in the context of the materials developed during our test program. Today, jets departing National are directed to use the same flight patterns and noise abatement procedures that were in use before the test.

That completes my prepared statement, Mr. Chairman. I would be pleased to respond to any questions you may have at this time.

Senator TRIBLE. I thank you again for your presence today and for your statement.

You indicated in your statement that FAA data includes noise monitoring, flight path, and public reaction data collected by the FAA, and public opinion collected by COG surveys. What preliminary findings are available?

First of all, by public reaction data collected by FAA, I suppose that you mean the letters and telephone calls that you received?

Mr. WILDING. Yes, my reference was to that.

Senator TRIBLE. What is the breakdown in terms of public expression about the scatter plan test?

Mr. WILDING. It was 3 to 1 against the scatter plan. I can give you the exact numbers.

Senator TRIBLE. If you would make those numbers available for the record. But it is three to one in opposition.

Mr. WILDING. Yes, sir.

Senator TRIBLE. That applies to the telephone calls as well?

Mr. WILDING. The ratio is about the same, verbal and written response.

[The following information was subsequently received for the record:]

A total of 18,653 telephone calls were received during the scatter plan test, October 24, 1983, through January 7, 1984. These calls have been recorded by our sound complaint center. There were 14,049 calls opposing the scatter plan and 4,604 calls in favor of scattering flights.

Senator TRIBLE. Now, tell me about the attitudinal survey that is being undertaken. First of all, I understand that the firm that is carrying out that survey is primarily an engineering firm which has worked with the FAA in the past. How much experience has this organization had in conducting these kinds of measurements of public attitude?

Mr. WILDING. I think that there must be some confusion there between Howard Needles, Tammin and Bergendoff, who have worked with us on a number of issues, and this firm has worked on the noise monitoring phase of the scatter test as opposed to the attitudinal survey, which is being conducted by a firm by the name of Bolt, Beranck and Newman, under contract with COG, which is one of the premier firms in the country in noise and public attitudes about noise, and things like that.

Senator TRIBLE. That firm was hired by COG?

Mr. WILDING. Yes.

Senator TRIBLE. Is COG overseeing that survey?

Mr. WILDING. Yes.

Senator TRIBLE. Do you see a problem with having a group who requested the scatter plan administering a survey which is designed to measure the results of the undertaking originally requested by COG?

Mr. WILDING. Not in our view. As I pointed out in the statement, we have relied on COG for some years now to be a barometer, if you will, of public opinion in the Washington area. As a matter of fact, we got into that relationship in the mid-1970's, after it was rather widely charged throughout the area that we were tending to sort of make up these things ourselves, and we really weren't listening to the public reaction.

At that point, we went to COG and said, "You folks might have a point there. How about if you all try to help us in this area." So in terms of trying to reach out and find out what is on the mind of folks, we relied on COG to take care of the attitudinal survey, which I might point out we also did in the 1979 test.

Senator TRIBLE. I would like to make part of the record the detailed description of the methodology incorporated in that study. I will make this request of you, and I will also make the request of COG.

For the completeness of the record, I would like to have a detailed description of the methodology of that analysis, including what the survey was intending to measure, what precautions were taken to assure that the citizens participating in that survey were representative of the total population affected, and the questions that were asked. So if you would provide that for the record, please do.

Mr. WILDING. If we have it. If not, I suspect that COG would be your best source.[1]

Senator TRIBLE. Let me ask you this question, and it is an important one. Absent a request from the Council of Governments, does the FAA intend to conduct another scatter plan test or institute a scatter plan on a permanent basis?

Mr. WILDING. Absent a request from the Council of Governments, or some other pulling together of the local governments, the answer would be no.

Senator TRIBLE. Let the record reflect that the answer is no.

Let me read a letter from H. R. Crawford, the chairman of the board of COG, and I will make that part of the record. The letter, dated February 8, 1984, says, "Please be assured that I will use every ounce of influence and leadership at my command as chairman of the board of COG to make certain that the scatter plan, which was tested only on a temporary basis, will never be put into effect. As you may know, I was always opposed to the idea that the scatter plan should ever be considered a solution to the problem of noise from jets using National Airport." Mr. Crawford's letter will be made part of the record.

Let me say that in view of the opposition of the chairman of the board of COD, and in view of the opposition of the elected officials

[1] The material referred to has been retained in the committee files.

whom you have heard here today, it is my judgment, that the scatter plan is dead.

Let me move beyond that, however, and ask some questions that are generated by the comments here today. There was a great deal of concern expressed that the Airport noise patterns have not returned to the levels prior to the scatter plan test. How do you respond to those concerns?

Mr. WILDING. We have received a great many calls and a fair number of letters since the scatter plan test ended on January 7. Initially, those calls and letters tended to take the form of saying that the scatter plan was still going on. More recently, I think it is fair to characterize the contacts with us as acknowledging that the scatter plan test ended, but suggesting that some other phenomenon was at work which was causing people to get more noise than they had before.

In fact, the scatter plan test ended on January 7. If I could, I am going to have somebody to put these charts up, and I think that will demonstrate the point fairly graphically.

While we are getting organized with the charts, what I would like to show you is a plot during the scatter plan, and then a plot more recently since the scatter plan ended.

First, let me explain, while those are being put up, what they are. The air traffic control tapes that are used in the normal air traffic control function at National actually collect data on individual aircraft as they climb out of Washington National Airport, and this series of dots is the tracking of individual aircraft. What you are looking at is the whole day's accumulation of that.

The ones here are for commercial airline type aircraft that are powered by jet engines. So these are airline jets that we are looking at now. Over on the right is a fairly typical plot of what would happen at Washington National in all operations to the north. These are the takeoffs north of the airport.

As you can see in the one on the right, there is a lot of scattering of those aircraft departure paths over Arlington County, over the closer part of Fairfax County, over the north part of the District of Columbia, and the close-in part of Montgomery County, Md.

On the left, and if we had some from before the test, they would look very much like the one on the left, the one on the left is the postscatter plan plot. That is a demonstration of the use of the normal, traditional noise abatement procedures at Washington National that have been in use for almost 17 or 18 years now. I think you might agree that the difference between those two is quite dramatic.

We have an awful lot of these plots, so to the extent that someone would be concerned about how typical they are, there are an awful lot of them to look at and we would invite you to do that.

The scatter plan ended and there continues to be a lot of contact with respect to the noise problem—that contact is on a lower order of magnitude than during the scatter plan test, still there is enough there that clearly folks are worried about it. They are having a problem of some sort, and we are trying to address ourselves to that.

There are two specific areas, over the last couple of weeks, that we have identified where, in our view, we are not getting as good

compliance from the operators with the noise abatement procedures as we think we should. Those are, No. 1, the overflights of the Rosslyn area and north of Rosslyn that is most often referred to as an overuse of the 326 radial.

The 326 radial comes from a navigation device located at National Airport and best approximates the course of the Potomac River, and in bad weather it is used immediately after lift-off from National. When an airplane gets on it, it goes right up the river.

In good weather we expect airplanes to follow the Potomac River itself up to the Georgetown Reservoir area, north of Rosslyn and then and only then do they have the option of continuing to follow the river visually or to go ahead and use the 326 radial. Some aircraft appear to be getting on that radial early. Others, I think, are lifting, beginning to follow the river, but then when they get high enough and can see the course of the Potomac River north of Rosslyn, they tend to make for it directly, and thus overfly Rosslyn.

I should point out that because of the geometry of the Potomac River, that goes through two rather abrupt turns up in the Rosslyn area, it is extremely difficult for an aircraft to literally stay over the water all the way. But we think we can and should be getting a lot better use of the river than we are.

The second area that I referred to is the power management of the aircraft itself. The noise abatement procedures suggest that folks ought to go ahead and lift off and use takeoff power up to 1,500 feet, but at that point reduce to a much lower throttle setting. We are beginning to get a good deal of indication that people are not making the pullback on the thrust as early as we would like them to.

It is a little speculative at this point, but what appears to be happening is that people are tending to use a takeoff procedure which is normally used at other airports, the so-called modified ATA departure profile, which would have them go up to 2,000 feet before they pull the throttle back.

We have within the last couple of days sent to all of the operators at Washington National a very stiff reminder of what the noise abatement procedures are, how important they are, why they were developed in the first place, and then pinpointing these two particular areas where we are convinced that they are not being strictly followed, and telling the folks that we expect them to be used strictly, and then set up a followup procedure to judge their coming back into full compliance.

Senator TRIBLE. Is there an enforcement mechanism, or how do you insure that the pilots of these airplanes abide by those rules and regulations?

Mr. WILDING. You use the term "rules and regulations," and there is probably a distinction that we need to make. There are portions of the noise abatement procedures which are clearly an integral part of the air traffic control procedures for departure from Washington National Airport. To that extent, I would agree that they are regulatory in nature.

Again, to use an example of that, if we could. An aircraft that lifts off from Washington National and is given a departure clearance to go up the Potomac River, cannot, just because he felt like it, sort of do his own scatter. He cannot turn off 4 miles up there

without the authority from air traffic controllers to do so. If he did so, he would have violated a regulation.

On the other hand, there are portions of the noise abatement procedures, and what we were talking about on power management is probably as good an example as there is, where they are not regulatory in nature. But that is not to say for a moment that we don't expect them to be complied with, and not to say for a moment that we don't fully expect that the folks will comply with them.

Senator TRIBLE. These departure graphs represent 1 day?

Mr. WILDING. One day of activity in both cases.

Senator TRIBLE. I understand that you have the ability to do these printouts on a daily basis.

Mr. WILDING. Yes, sir.

Senator TRIBLE. Is this being done?

Mr. WILDING. It is. We have just gone back into the mode of doing them for each day. During the scatter plan itself, we did a very heavy sample of them. I think that we have about two-thirds of the 76 days of the scatter plan in this kind of a format.

In the immediate post-scatter plan period, we did all the weekdays and some weekends. We have 24 out of the first 31 days after the scatter plan. We slacked off a bit after that. But now again, because of a lot of discussions that are going on right now, we have gone back into the mode of doing one for every day.

Senator TRIBLE. In view of the concern that you have heard expressed, that pilots are not sticking to the river as closely as they should, and that there is increased noise in the Washington metropolitan area, and in view of your own observations, I would request, on behalf of the committee, that these printouts be completed for the next 30-day period and supplied to the Senate Aviation Subcommittee.

Mr. WILDING. Certainly. In fact, because of the concern of the Rosslyn problem and the 326 radial, we have also developed a technique of reaching into those plots to show the Rosslyn area in much larger scale, and we then have a more focused sense of what is going on.

Senator TRIBLE. This is especially important in view of our safety concerns relating to the U.S.A. Today building.

Let me touch very briefly on a couple of other items, and then I will turn to my distinguished friend from northern Virginia.

In his prepared testimony, Chairman Herrity states, and I quote:

> Only three neighborhoods in Fairfax County were surveyed—we are talking about the noise surveys—these were the McLean, Langley, and Mount Vernon areas. These are the areas of Fairfax County which tended to benefit from the scatter plan. No neighborhoods in Fairfax County which received increased overflights and noise were surveyed by COG.

Can you comment on Chairman Herrity's statement either today or for the record?

Mr. WILDING. I can comment a little now, and then fill it in for the record.

I think that probably tends to understate a bit the amount of noise monitoring conducted in Fairfax County. Let me comment generally about the noise monitoring. We have 15 permanent noise monitors at National as part of the system, so there are 15 perma-

nent sites up and down the river. For the scatter plan test, we augmented that by six additional sites, both north and south of the airport.

Then we had rover sites where we went in and spot checked up to 20 areas throughout the Washington metropolitan area. I would be awfully surprised, or awfully embarrassed, I suppose, if the ones for Fairfax County came to less than 12 to 15 sites where we had pretty good noise monitoring.

If I might, I would flesh that out for the record.

[The material referred to follows:]

FAIRFAX COUNTY MONITORING LOCATIONS

| Site number | Jurisdiction/Subdivision | Streets/Landmark |
|---|---|---|
| Permanent monitoring sites: | | |
| 11 | Fairfax County/Langley Forest | Douglass and Sorrell (on Sorrell, 200' east of Douglass). |
| 21 | Fairfax County/Marlan Forest | Warrington Place and Burtonwood Drive (cul-de-sac). |
| 23 | Fairfax/Waynewood | Alyce Place cul-de-sac south of West Boulevard. |
| Dulles 3[1] | Springfield | Meriweather Lane at Thomas Street. |
| Temporary monitoring sites: | | |
| North E | Kirby Park | Westmoreland St. near Lemon Rd., Fairfax County, Va. |
| North G | Sleepy Hollow School | Sleeply Hollow Rd., Falls Church, Va. |
| South B | Quander Road Center | 6400 Quander Rd., Fairfax County, Va.[2] |
| South C | Fort Belvoir | Woodlawn Village Area, Fairfax County, Va. |
| Mobile sites: | | |
| North Rover 2 | East Falls Church Park | North Roosevelt and 16th Streets, Falls Church, Va. |
| Fairfax North 1 | Ossian Hall Park | Heritage Drive corner Four Year Run, Fairfax County, Va. |
| Fairfax North 2 | Devonshire School | Graham Road, Fairfax County, Va. |
| Fairfax North 4 | Wakefield Chapel | 8415 Toll House Rd., Annandale, Va. |
| Fairfax North 5 | Mason District Park | 6621 Columbia Pike, Annandale, Va. |
| Fairfax North 6 | Westgate Park | Margarity Rd., McLean, Va. |
| Fairfax North 7 | Kent Gardens Elementary School | 1717 Melbourne Drive, McLean, Va. |
| Fairfax North 8 | Lake Braddock Park | Burke Lake Rd., Burke, Va. |
| Fairfax North 9 | Cardinal Forest School | 8600 Forrester Rd., Springfield, Va. |
| Fairfax South 1 | Rose Hill School | 6301 Rose Hill Drive, Fairfax County, Va.[2] |
| Fairfax South 2 | Hayfield Elementary School | 7633 Telegraph Road, Fairfax County, Va.[2] |
| Fairfax South 3 | Beulah Street Park | Beulah Street, Fairfax County, Va. |

[1] Monitoring Equipment was moved to Springfield but maintained the name "Dulles 3"
[2] Mailing Address: Alexandria, Va.

Senator TRIBLE. Yes; then we will be in a better position to respond to the concerns of Fairfax County.

Let me ask you a safety question, and to this end I am asking you for your professional opinion. Are there other airports which require sharp turns at low altitudes with reduced throttle at a distance of 2 miles of the runway?

Does the scattering of the flights away from the river corridor over the densely populated areas in the metropolitan area pose safety problems, and are these activities less safe than the current practices at National Airport?

Mr. WILDING. Mr. Chairman, in our view they are not. I would like to be very strong on this. If we believed that there was a dero-

gation of aviation safety, we simply never would have tested the scatter plan.

Senator TRIBLE. If the scatter plan is proposed on a permanent basis, and I believe it will not be, will FAA conduct a full environmental impact statement?

Mr. WILDING. Do I understand that the question assumed that it would be proposed by a consortium of governments, by COG, or somebody like that?

Senator TRIBLE. Yes.

Mr. WILDING. We would certainly conduct a full environmental impact statement process if we wanted to move, or had any notion of moving to an affirmative answer to that. It seems to me that if that question were asked sometime in the future by the Council of Governments, we would have two options.

One would be to say no, and the other is to move into a full-blown environmental impact statement process, at the end of which we would give an answer, but those are the only two options.

Senator TRIBLE. I don't expect that we will get to that point, but I want to set forth for the record exactly what procedure is going to be followed if it is the intention of the FAA to pursue this matter. Your answer establishes that there will be a full environmental impact statement if the scatter plan is proposed on a permanent basis.

Mr. WILDING. Let me back up just a minute. That certainly is true in terms of a permanent adoption of the scatter plan. I should distinguish between that and any further testing.

Senator TRIBLE. I am talking about adoption of the scatter plan on a permanent basis, and that FAA would provide greater notice, public hearings, and the kind of opportunity for people to participate.

Mr. WILDING. There would certainly be that in that sort of a process.

Senator TRIBLE. Let me ask you one final question. Delegate Medico today will testify that flights departing National Airport should follow the river to Mount Vernon, this would allow greater altitudes than today's procedures and would lead to a corresponding reduction in jet noise over populated areas. His proposal seems to have some merit. Would you comment on it?

Mr. WILDING. I would love to because there was some past discussion of that very option which was really the birth of the scatter plan process that we are sitting here discussing today.

Back in the late 1970's, exactly that point of view began to well up in the Council of Governments, and there came a time when they asked us to test that kind of an extended south departure, taking it from 5 miles to 10 miles. That test was in fact conducted in the summer of 1979, and went on for 49 days. It is captured, I think, fairly well in a voluminous report that I have a copy with me here, and we would be delighted to send that along to you, if you would like. This is a report that we and the Council of Governments put out, and it is very much the model on which we are basing the report that we are working on now for the new test.

The results in that report caused the Council of Governments, in mid-1980, to thank us for the test, and to say that they would prefer that we give no further consideration to that sort of an ad-

justment, but they went on to say that they would like us to begin to think in terms of the scatter plan.

Senator TRIBLE. By increasing the mileage from 5 to 10 miles for southbound jets before they turn, clearly that would lead to reducing overall noise levels, would it not?

Mr. WILDING. I would hate to say.

Senator TRIBLE. Would you like to make that part of the record?

Mr. WILDING. I would, but I would make a further point, if I could.

Whatever the numbers were back then——

Senator TRIBLE. They were unpersuasive.

Mr. WILDING. Yes, sir.

Senator TRIBLE. We would welcome that information for the record.[1]

Congressman Parris.

Mr. PARRIS. Thank you very much, Senator. I have two very quick questions.

I undestand that you can't take an official position, and I am not asking you to do so, but could you share with us what might be your personal opinion on the reinstitution of scatter plan?

Mr. WILDING. I guess I want to tiptoe through that one pretty lightly. Maybe I could best answer it this way.

We have tried our absolutely level best to be as evenhanded with the scatter plan testing and all of the follow-on as we can be. For 17 or 18 years now, there have been jets flying in and out of Washington National, and we have been following our current noise abatement procedures, because that is what has, over time, seemed to make the most sense to us.

We have said all along that if somebody has a better idea, come on in and let's talk about it. But our sense, when we try to think through what seems to fit best, is best evidenced by what we have been doing for the past 17 or 18 years.

Mr. PARRIS. That is a pretty good tip.

Let me say very quickly, Senator, I think personally that if we had a procedure for the localizer to be on the 153 grading, we could dramatically increase the level of margin for error that is now constituted by some of the construction in Rosslyn.

I have written to Admiral Engen about that matter, and he has informed me that he would look at it carefully. Do you see any problems at all in your professional capacity, or would you support that?

Mr. WILDING. I guess that proposal has two different pieces. We, of course, are already committed to a new LDA approach over the Rosslyn area, and we will have it in place sometime in August. However, the narrower issue of whether the localizer should be located on the east or the west side of the river is still in front of us, but I think that it is fair to say that we are rather enthusiastic about the notion. There is a lot more to be done on it, but it is proceeding.

Mr. PARRIS. I congratulate you on that position. I think that it makes a great deal of sense. You don't have to be an aviation expert to figure out that if you move over, you are increasing the

[1] The report referred to has been retained in the committee files.

margin of safety. I think you ought to try to sell that position to the FAA.

Senator TRIBLE. Let me thank you for your presence and your responses to our questions. We may well submit some additional questions.

Next we will hear from members of the government of northern Virginia communities, Jack Herrity, Chairman of the Fairfax County Board of Supervisors, Hon. Carol W. DeLong, mayor of the city of Falls Church, Hon. Charles E. Beatley, Jr., mayor of Alexandria, and Ms. Mary Margaret Whipple, Arlington County Board.

William Moran, I am told is here as well, from Prince Georges County's Advisory Board on National Airport, and the county council.

Mr. MORAN. I am representing also the county council, and the county executive.

Senator TRIBLE. And Frank Medico, delegate for the State of Virginia.

You are all welcome here today. Your statements will be made a part of the record. You are invited to read your statement.

Mr. Medico, I understand that you are in a hurry, so why don't you start.

**STATEMENT OF FRANK MEDICO, VIRGINIA STATE LEGISLATURE**

Mr. MEDICO. Mr. Chairman, I am delighted to be here, and I want to commend you all for holding these hearings, and getting at the source of the problem that is happening over the northern Virginia area and elsewhere because of the flight patterns, and the overcrowded conditions at National Airport.

I just want to respond to a question that you asked Mr. Wilding, about a recommendation of mine that southerly flights from National proceed over the Potomac River until they reach the George Washington mansion before turning over land. The study referred to by Mr. Wilding was conducted in 1980. Conditions have changed over the 4-year period since then, and I think it warrants another look. So I am proposing that we do that.

The Mount Vernon Magisterial District consists of about 26,000 housing units and about 80,000 persons.

This hearing involves a very serious problem of vital concern to Mount Vernon residents. We have been attempting to get relief from the airplane noise over our area for at least 15 years. We supported the scatter plan test wholeheartedly. We in the Mount Vernon area welcomed the relief from the deafening noise while the scatter plan test was being conducted. It diverted flights away from our area. We believe that the scatter plan test was successful in that regard.

Since the scatter plan test ended, however, planes again fly over our homes. Again making our life miserable from the loud noise and jeopardizing our safety. Safety is of great concern to us. Flight patterns over the Potomac River are ignored. In recent weeks, I have counted many flights over our home on different days and at different times.

In one 15-minute period, I counted 13 planes overhead approaching National Airport. My other observations yeilded similar re-

sults. Also, landings occur after 10 p.m. I have heard planes overhead at 11 p.m., and later on several occasions.

When many of us moved to Mount Vernon about 20 years ago, National Airport was handling 5.4 million passengers and about 295,000 takeoffs and landings. In calendar 1983, however, the airport was handling nearly triple that amount or 14.4 million passengers and about 334,000 takeoffs and landings or nearly a 40,000 flight increase.

The pressure in some quarters is to increase passengers for National Airport beyond the 14.4 million. This move we oppose strenuously. Pressure should be directed toward increasing passengers and air traffic at the multimillion dollar Dulles Airport, and away from National Airport, one of the most congested airports in the country.

The takeoff and landing patterns at National Airport have changed over 20 years. Initially the flights would travel over the Potomac River to the the George Washington Mansion before turning over land—15 miles from the airport. Because of the high altitude when the planes turned over land, the noise at ground level was tolerable. But when the gas shortage occurred several years ago, the flight patterns changed.

The flights began turning over land when they reached the Woodrow Wilson Bridge which is about 15 miles south of the airport. The low level altitude when the planes turn over land produces ear-deafening noise. On occasion, the plane engine noise creates vibrations that rattle my house windows and trinkets and little things on the shelves inside the home.

We in Mount Vernon do not mind taking our fair share of the noise from flights from National. But we believe it is unfair to expect us to take more than that. We believe our safety and quality of life is as important as those who oppose any flights over their area. We expect to receive some help to protect our health and safety.

We offer the following suggestions to help us in Mount Vernon and other areas affected by National Airport flights:

First, insure that FAA strictly enforces flight patterns calling for flights over the Potomac River and turning at the George Washington Mansion and other designated points for other areas of northern Virginia.

Second, ensure that FAA strictly enforces noise abatement procedures.

Third, reduce the number of flights at National, with emphasis on switching them to Dulles Airport. The recent safety violations of National Airport flights reported in the press makes such action imperative.

Fourth, improve ground transportation to Dulles Airport to make it attractive to airlines and air commuters. I am heartened to hear that ground and air transportation between National, BWI, and Dulles; the helicopter service, the limousine, the taxi, and bus service is going to be instituted shortly. It will make a big improvement toward the use of Dulles.

Fifth, provide Federal funds necessary to successfully promote Dulles Airport

Sixth, impose and enforce a 10 p.m. curfew for all night flights to minimize safety and noise problems.

Seventh, work out a viable flight plan that will distribute flights to minimize safety and noise problems.

Senator Trible, I have previously furnished detailed information concerning this, and I want to thank you again for the opportunity to present our views on a most serious problem.

I have here petitions from over 1,200 concerned Mount Vernon citizens. These signatures were gathered in a matter of 4 days by four concerned citizens. I would like to leave these with you.

Thank you very much.

[The statement follows:]

STATEMENT OF FRANK MEDICO, VIRGINIA STATE DELEGATE

Chairman and members of the committee. I'm Frank Medico, State Legislator representing Mt. Vernon, Virginia. The Mt. Vernon magisterial district consists of about 26,000 housing units and about 80,000 persons.

This hearing involves a very serious problem of vital concern to Mt. Vernon residents. We have been attempting to get relief from the airplane noise over our area for at least 15 years. We supported the scatter plan test wholeheartedly. We in Mt. Vernon welcomed the relief from the deafening noise while the scatter plan test was being conducted. It diverted flights away from our area. We believe the scatter plan test was successful in that regard.

Since the scatter plan test ended, however, planes again fly over our homes; again making our life miserable from the loud noise and jeopardizing our safety. Flight patterns over the Potomac River are ignored. In recent weeks, I have counted many flights over our home on different days and at different times. In one 15 minute period, I counted 13 planes overhead approaching National Airport. My other observations yielded similar results. Also, landings occur after 10 p.m. I have heard planes overhead at 11 p.m. and later, on several occasions.

When many of us moved to Mt. Vernon about 20 years ago, National Airport was handling 5.4 million passengers and about 295,000 take offs and landings. In calendar 1983, however, the airport was handling nearly triple that amount of 14.4 million passengers and about 334,000 take offs and landings or nearly a 40,000 flight increase. Pressure from some quarters is to increase passengers for National Airport beyond the 14.4 million. This move we oppose strenuously. Pressure should be directed toward increasing passengers and air traffic at the multimillion dollar Dulles Airport, and away from National Airport, one of the most congested airports in the country.

The take off and landing patterns at National Airport have changed over 20 years. Initially the flights would travel over the Potomac River to the George Washington Mansion before turning over land—15 miles from the airport. Because of the high altitude when the planes turned over land, the noise at ground level was tolerable. But when the gas shortage occured several years ago, the flight patterns changed. The flights began turning over land when they reached the Woodrow Wilson Bridge which is about 5 miles south of the airport. The low level altitude when the planes turn over land, produces ear deafening noise. On occasion the plan engine noise creates vibrations that rattle my house windows and dishes and trinkets on shelves inside my home.

We in Mt. Vernon do not mind taking our fair share of the noise from flights from National. But we believe it is very unfair to expect us to take more than that. We believe our safety and quality of life is as important as those who oppose any flights over their area. We expect to receive help to protect our health and safety.

We offer the following suggestions to help us in Mr. Vernon and other areas affected by National Airport flights:

1. Insure that FAA strictly enforces flight patterns calling for flights over the Potomac River and turning at the George Washington Mansion and other designated points for other areas of northern Virginia.

2. Insure that FAA strictly enforces noise abatement procedures.

3. Reduce the number of flights at National, with emphasis on switching them to Dulles Airport. The recent safety violations of National Airport flights reported in the press makes such action imperative.

4. Improve ground transportation to Dulles Airport to make it attractive to airlines and air commuters.
5. Provide Federal funds necessary to successfully promote Dulles Airport.
6. Impose and enforce a 10 p.m. curfew for all night flights in and out of National.
7. Work out a viable flight plan that will distribute flights to minimize safety and noise problems.

I have previously furnished details to Senator Trible including petitions from Mt. Vernon residents expressing our concerns about National Airport.

Thank you for the opportunity to present our views on a most serious problem.

Senator TRIBLE. They are welcomed.

Some of your constituents applaud, it is always a good sign.

Let me say that I live in the Mount Vernon area, and the noise has always been a problem. I bought my home knowing that there was the National Airport and there were planes, but it was my observation that the noise became more of a problem during the scatter plan. I can't afford to live along the river, and I am some distance from the river in the Mount Vernon district, and the noise was worse.

So to balance the record, I just want to add my own observation. I want to applaud the recommendations that you have made beyond the scope of the scatter plan. I think that you have underscored the point very well that noise is a problem. We don't want to make that problem worse, but rather we need to work together to lift that burden from our constituents. An obvious way to do that is to limit the growth at National Airport and to encourage greater utilization of Dulles. On that we all agree, and we are working together.

Mrs. Whipple, why don't you proceed.

## STATEMENT OF MARY MARGARET WHIPPLE, ARLINGTON COUNTY BOARD

Mrs. WHIPPLE. Thank you very much, Senator Trible.

I am Mary Margaret Whipple, a member of the Arlington County Board. Thank you very much for the opportunity to express the views and concerns of Arlington County today. I will address several points in my testimony today.

First, the county board is opposed to the scatter plan since it was first proposed. Arlington's location next to National Airport means that Arlington residents experience the most severe noise impact in the region, but more were adversely impacted by the noise during the course of the scatter plan. The scatter plan puts greater populations under the flight paths, decreasing the safety margins.

Arlington was opposed to the scatter plan and any testing of that plan when it was first suggested in 1981. The county board continued to register its opposition to the scatter plan during 1983. In 1984, I am here to tell you that we are still unalteringly opposed to the scatter plan, the testing of the plan, or the implementation of it.

Bear in mind that Arlington County has always borne a disproportionate share of the noise from the airport because of its location. County residents, particularly those who live along the river, have long been subjected to intense noise from airplanes flying at low altitudes as they climb and depart from the Airport.

In addition to the fact that the planes are at low altitudes when they are over Arlington, the majority of flights take off to the

north because of the prevailing winds. So we get a little more of our share for that reason than those who live to the south of the airport.

Scatter plan test in our opinion gave little or no relief to the residents of Arlington who were previously affected by the noise from the Airport, but it did give additional noise to an additional nearly 40,000 residents of Arlington County.

The FAA's environmental assessment, provided before the scatter plan test began, indicated that 110,000 of the 150,000 Arlingtonians, or 70 percent of our population would live within the thirty-second 75-decibel contour. In the metropolitan area, as you know, 550,000 people were subjected to the noise prior to the test, certainly not an inconsiderable number, and what the test did was subject an additional 300,000 some to that noise.

The final assessment of the actual conditions during the plan are not complete, but judging from the complaints received by the FAA, and certainly the Arlington County Board offices—that figure may even be underestimated—never has there been such a spontaneous outpouring of telephone calls and letters to local officials that I can recall at any time.

I think that one fact is undisputed that no matter what the actual numbers are or turn out to be that Arlington County certainly suffered disproportionate adverse effects during the test.

Due to the distress of our citizens, the county has begun noise evaluations during the test. We had monitoring sites set up, not before, but during and after the test. We do not have that full report, but when we do I would like to make it available to you. Our initial indications are that some of the midcounty residents experienced almost a doubling of the noise levels during the course of the test as opposed to the aftertest conditions.

The measurements that were taken in the courthouse area, and near the river showed that in that area noise increased very little if at all. So it tells us that those in the county who previously experienced high levels of noise continue to receive high levels of noise, and at the same time entirely new populations within the county were subjected to significantly greater noise levels.

We are very relieved that the test is over. We are adamantly opposed to any further testing or any permanent implementation of the plan. I think to understand that you only have to stand close to the river and hear the noise. I really would like to stress the point of the lower altitudes.

There certainly are some populations in the Washington metropolitan area that experienced some relief during the scatter plan test. The serious argument that somehow the scatter plan more equitably distributed noise is an argument that is appealing to people.

What happened, however, was that the noise was removed from areas at the outer edges, where the planes were at 5,000 or 6,000 feet or above, and instead planes turned west over Rosslyn and they were down to 1,500 feet. There is a significant difference in the noise of airplanes at 1,500 feet than from airplanes at 5,000 or 6,000 feet, and I think that that needs to be borne in mind when you realize how the noise is scattered.

I do have to add that we are, as others, concerned that pilots have not completely returned to the prescatter plan flights. We have had many reports of sightings of planes far west of the river, and particularly into Rosslyn.

We would like to emphasize that while we talk a lot about noise, an even more critical factor is safety. To send flights over densely populated areas, when you have a river departure available to you simply seems to us ill-conceived and counterproductive to the goal of increasing the margin of safety at airports.

We think that to scatter the noise and impact an additional 40,000 Arlingtonians is certainly not the answer to the noise problems at National Airport. To put limits on the number of flights, to enforce a nighttime curfew, to institute daytime noise limitations, would be way to make National Airport a better neighbor to those communities that are near it, and improve the situation for everyone.

We are committed to try to work together with you, with the FAA, with the Secretary of Transportation, and others to arrive at a solution to make National Airport have an important, but a limited role in meeting the transportation needs of the Nation's capital area, and to make a better neighbor those of us who live nearby.

Thank you very much.

[The statement follows:]

STATEMENT OF MARY MARGARET WHIPPLE, MEMBER, ARLINGTON COUNTY BOARD

Senator Kassebaum and members of the subcommittee, my name is Mary Margaret Whipple, and I am a member of the Arlington County Board. Arlington County, Virginia, a community of 154,000 people, is located immediately to the northwest of Washington National Airport.

I will address several points in my testimony today:

1. The county board opposed the scatter plan since it was first proposed.

2. More Arlingtonians were adversely impacted by noise during the test of the scatter plan.

3. Arlington's location next to the airport means that Arlingtonians experience the most severe noise impact in the region.

4. The scatter plan test puts greater populations under flight paths, decreasing the safety margin under those paths.

Arlington was opposed to the scatter plan and any testing of that plan when it was first suggested in 1981. The county board continued to register opposition up to the inception of the test in 1983, and now, in 1984, I am here to tell you that the county board is unalterably opposed to any resumption of the test or implementation of the plan.

Arlington County has always borne a disproportionate share of airport noise because of its location.

County residents, particularly those along the river have long been subjected to intense noise from airplanes flying at low altitudes and using operative climb procedures. In addition to the fact that planes are still at low altitudes over Arlington, the majority of flights take off to the north due to the prevailing winds. The test of amended turbo-jet departure paths, better known as the scatter plan test, gave little or no relief to previously affected Arlingtonians, while putting an additional 38,000 county residents within the 30 second 75 decibel noise contours.

According to the environmental assessment conducted by the Federal Aviation Administration (FAA) prior to the test, the scatter plan would create unacceptable noise for a projected 110,000 people in Arlington, or more than 70% or our population.

In the metropolitan area, 551,000 people were subjected to adverse noise prior to the test. Under test conditions, the number was projected to increase to 871,000.

Final assessments of actual conditions are not yet complete by judging from the complaints received by the Federal Aviation Administration and our own offices,

that figure may have been underestimated. One fact that remains undisputed is that no matter what the exact numbers, Arlington County has suffered disproportionate adverse effects during the test.

Due to the distress of our citizens, the county conducted an independent noise monitoring program during and after the test. Preliminary results of that analysis show that mid county residents experienced almost a doubling of the sound level during the test as opposed to after-test conditions. Measurements taken in the court house area, near the river path, show little or no differences in the comparative sound levels during and after the test. These preliminary analyses tell us that those in the county who previously experienced high noise levels received little or no relief under test conditions, and at the same time, entire new populations were subjected to significantly greater noise levels.

We are relieved that the test has been completed and are adamantly opposed to further testing or consideration of the plan. To understand why, you need only to stand along the river in Arlington and experience the nose of planes using take-off power and flying at altitudes lower than at any other location along the departure paths. Those two conditions, low altitudes and thrust, are the same conditions that prevailed as flights took westward paths over greater numbers of people in the county during the test. The scatter plan has the effect of subjecting the greatest numbers of people to the worst conditions. I will add that we are concerned that pilots have not completely returned to river paths since the test ended in January. We continue to receive reports that flights are heard or sighted far to the west of the river.

Aside from the negative impact of the test on noise, the safety issue is even more critical. The procedure of sending more flights over densely populated areas, when a river departute is available, is ill-conceived and counter-productive to the Secretary of Transportation's goal of increasing the margin of safety at airports throughout the country.

A plan that affects an additional 38,000 people in Arlington and an additional 320,000 people in the region, is certainly not the answer to relieve the noise impacts of National Airport. We should be looking for solutions that decrease the noise impacts for everyone in the region. Limitation on the number of passengers, and, more importantly, the number of air carrier operations at Washington National Airport, is one way to accomplish this end. Daytime noise limitations and complete curfews on nightime air carrier flights will improve the present situation. These measures can and must be taken by the United States Department of Transportation to help relieve noise problems associated with National Airport.

We in Arlington are working hard to find solutions, long range solutions that will improve the quality of life for all of us. We are committed to working with other local jurisdictions, the Federal Aviation Administration, the United States Department of Transportation, and with Members of the Congress to achieve those aims. As I conclude, let me say this once again: we are firm in our opposition to the implementation of the scatter plan. We ask that you exercise your influence in support of our position. The citizens of Arlington County suffered a disproportionate burden of the negative impact of the scatter plan test, not only in exposure to noise, but in decreased margins of safety. Let us work together to relieve the noise impact for everyone and not to increase the distress for many in both Arlington and the region.

Senator TRIBLE. Thank you for a very fine statement.

I would also ask that the results of the study conducted by Arlington County be made available to the committee when completed, so that we can have the benefit of that information as well.

Let me simply say that the overflight of Rosslyn creates noise problems and potential safety problems of a substantial magnitude. It is a matter of concern to this committee, to this Senator, and to all of the citizens of Arlington. We will work together to ensure that there is an appropriate response.

Chairman Herrity, would you proceed.

## STATEMENT OF JOHN F. HERRITY, CHAIRMAN, BOARD OF SUPERVISORS, FAIRFAX COUNTY, VA.

Mr. HERRITY. If I may begin by suggesting that the scatter plan, ill-advised as it was, reminded me of the treatment of cancer. It

was sort of like treating the cancer by giving everybody a little bit of cancer. I don't know how you treat anything that way.

I think there are a couple of points that I would like to stress. The Fairfax County Board of Supervisors has recently undertaken another analysis to determine whether the scatter plan, in fact, has been eliminated. I think that it is unfortunate that we have to spend local taxpayers money in order to determine whether the test conducted by a Federal agency has indeed been called off.

I think that one of the problems that we have, as demonstrated by the maps and the impact on citizens, is that the pilots are not going 10 miles up the Potomac or using the Potomac to its fullest extent. They are going off course. They are not achieving altitudes as fast as they should. One thing that is even more noticeable, this is creating a safety problem.

The combination of all of these factors, the environmental impact on citizens, the safety problems, especially in the Rosslyn area, indicate to me that the FAA and Congress should consider penalties for pilots and other people who are responsible for the actions of these planes. That they should be somehow notified or disciplined when they do not carry out the prescribed patterns that will create a safe environment and atmosphere for the Washington people in the Washington area.

To my mind, a pilot is a free soul, like a bird flying around aimlessly once they leave the National Airport, and that should not be the case. They are in the air, but they are not free souls. They should be under dedicated space area, where they do not create a safety environmental impact on people that live and work in the Washington metropolitan area, especially in the counties of Fairfax and Arlington, who received a larger impact, both safetywise and environmentally from these pilots.

We are going to do an analysis. We are in the process of giving an RFP. We are going through all of the expenditure to do that, to make sure with monitoring systems and setups, to determine what is happening with respect to the so-called elimination of the scatter plan. We want to know what they are doing, why they haven't eliminated it.

I would like for the subcommittee to seriously consider certain penalties for the airlines, the pilots, the people who are responsible, for the FAA, for the problems that we are having, because they are controllable. They are not human error or human problems, they are problems that are controlled by a combination of FAA, the pilot, and the airlines themselves.

If this were the only thing that came out of this hearing, I think that we would make a lot of progress. Then we could identify who is doing what, and why they are doing it. Then the public could focus on the violators.

I have a long statement which I am going to give for the record here. You have read part of it anyway. It was repeated by my colleagues here. I will depart these glorious premises, and I will go back to Fairfax County where George Washington used to hold court.

Thank you very much, and have a good day.

Senator TRIBLE. Mr. Chairman, let me say before you leave that certainly the noise patterns in the metropolitan area, and observa-

tions indicate that pilots are not adhering to their flight plan procedures. We need to ensure, for the sake of safety and to alleviate the noise problems of these communities that they do.

I have requested on this day of the FAA to provide to this committee, for at least a 30-day period, the printouts of the radar trackings which will show precisely the routes that are being taken. That information, I will be happy to share with each of you in your localities so that we can respond appropriately.

Moreover, I made the recommendation that if there is evidence that pilots are not adhering to the safety regulations, if they have not returned to the pretest procedures, then perhaps we need to find a way to ensure that they do.

Mr. HERRITY. Senator, even before this inglorious scatter plan was instituted, the pilots and the airlines were willy-nilly fooling around. I think that the closest thing to a person's heart is his wallet. It would seem to me that a series of fines to the airlines and/or the pilots, and a system of regulating the routes of these airplanes that will have some impact on the people who have control of them.

I see absolutely no reason why the subcommittee doesn't come up with a recommendation because that is a responsibility of the Congress. You run two airports. The only two airports in the whole country that are owned and operated by the Federal Government. If these were local airports, and there is no way in my opinion that this nonsense would be put up with by a local State authority which is where all of the other airports in every other place in the whole country are operating.

Senator TRIBLE. Let me say that I am sure the Secretary of Transportation, and certainly this Senator, would be happy to turn over the responsibility for National to someone else. But it does appear that we are in the business of micromanaging airport policy in this area, so that does place those of us who represent the area in a position to have some influence.

I can assure you that once we have gathered the necessary data, we will take appropriate action.

Mr. HERRITY. I appreciate that, Senator.

[The statement follows:]

STATEMENT OF HON. JOHN F. HERRITY, CHAIRMAN, BOARD OF SUPERVISORS, FAIRFAX COUNTY, VA.

Mister Chairman, Members of the Subcommittee, I am Jack Herrity, Chairman of the Fairfax County Board of Supervisors, representing the Fairfax County Board this morning in this presentation of testimony on the Scatter Plan. We are pleased that you are holding a hearing on this most controversial issue.

The Fairfax County Board of Supervisors is on record as opposing the Scatter Plan both as a test and as a permanent flight departure pattern from National Airport. In addition, the Board is very concerned about the continuation of Scatter Plan flight patterns despite the protests of Federal Aviation Administration officials that the Scatter Plan has been terminated. Airplanes simply are not flying over the middle of the river for 10 miles before making their turns—as they are supposed to—and instead are flying inland over both the Dranesville and Mount Vernon areas of the County at a lower altitude than before the Scatter Plan began.

There have been numerous instances of County residents sighting low flying and otherwise noisy aircraft and complaining to various National Airport officials, only to be told that no planes were in the vicinity where these sightings occurred. Sometimes these residents are told they are imagining the overflights; other times they are told there is a different flight pattern due to weather conditions; or else they are

told that pilots may be deviating from the correct flight paths without the permission or knowledge of the control tower.

Perhaps the worst—and most common—excuse given is that they became "sensitized" to aircraft noise during the time the Scatter Plan was in effect. If, indeed, any residents adversely affected by the Scatter Plan were somehow "sensitized" to aircraft noise, it seems to me they would notice the noise less instead of more.

Although most people can accept the fact that flight patterns may have to change during adverse weather conditions, neither I nor most residents of Fairfax County can easily believe that pilots are somehow able to veer from established flight paths during take-off without the consent or knowledge of the control tower. If so, then it is only a matter of time before the Washington area experiences a mid-air collision exceeding the Air Florida tragedy of a few years ago. Surely there is some method of detection for pilots who disregard instructions given from the tower and some penalty for that offense; perhaps this committee could investigate this safety issue.

Along these lines, it is obvious from the few radar printouts that have been distributed that either something is wrong with the radar equipment at National Airport or the printouts have been tampered with; I hate to think of either as a legitimate possibility. However, when several residents of an area complain of constant overflights and are "disproved" by radar printouts favorable to the FAA's position it certainly makes one wonder.

Even as a test, the Fairfax County Board of Supervisors asserts that the Scatter Plan was conducted with measures in place which were inadequate to completely and fairly assess its impacts. In particular, the number of noise monitors planned by the FAA was insufficient. Only 7 monitors were in place in Fairfax County and were run for long periods of time before, during, and after the Scatter Plan. We requested an additional 12 monitors. FAA responded to our request, but would only provide the monitors for short periods of time during and after the test.

Information from these monitors will not be as instructive as that from the FAA's original 7 monitors because there is no record of pre-Scatter Plan conditions. Now that many citizens in Fairfax County are complaining that the Scatter Plan has not been halted and that some planes still deviate from the river corridor, we question whether post-Scatter Plan readings really reflect conditions when there is no scattering of planes.

In addition, because the number of planes flying over a particular area during the Scatter Plan varied from day to day and with weather conditions, we are concerned that not enough monitoring time was spent at each site to fully characterize the noise conditions. We, therefore, insist that noise impacts during the Scatter Plan were not adequately assessed in Fairfax County.

We also question the choice of time of the year for test implementation. Most people were not spending prolonged periods out of doors. Nor did they have their windows open, and thus noise impacts were not as noticeable. Late Spring or early Fall should have been chosen.

It is the position of the Fairfax County Board that the attitudinal survey carried out by the Council of Governments and its consultant was faulty. Only three neighborhoods in Fairfax County were surveyed. These were in the McLean, Langley, and Mount Vernon areas. These are the areas of Fairfax County which tended to benefit from the Scatter Plan. No neighborhoods in Fairfax County which received increased overflights and noise were surveyed by COG. In addition, now that residents in these areas are complaining that planes are making turns before reaching sufficient altitudes, and are therefore causing more noise than before the implementation of the Scatter Plan, we do not feel that their concerns are being adequately addressed.

In sum, the Board asserts that the Scatter Pan impact assessment measures were faulty, inadequate, and incomplete in Fairfax County. A response to a Fairfax County questionnaire as well as the FAA's phone-in comment results indicate that a preponderance of the population opposes the Scatter Plan. Therefore, concerning the issue of whether the Scatter Plan should be implemented on a more permanent basis, the Fairfax County Board strongly objects. While some County citizens received less noise during the Scatter Plan, more were adversely affected by increases in noise. And now even areas that had suffered previously from high levels of aircraft noise are receiving more noise than before the Scatter Plan began.

The Board is highly concerned about the safety of routing so many planes over heavily populated areas. It is much safer for planes to be routed over water.

There is a definite noise problem at National Airport. However, the Scatter Plan test did not address the real root of the problem. Air traffic at National Airport is too high. The facilities at National are inadequate for handling so much traffic, and flight paths are unsafe. The real answer is to shift air traffic to Dulles Airport. The

facilities are excellent, and Fairfax County has implemented measures to reduce the impacts of Dulles noise on its citizens. Dulles is the better airport to serve the needs of the Nation's Capital.

Thank you very much for this opportunity to testify.

Senator TRIBLE. Mayor DeLong.

**STATEMENT OF CAROL W. DeLONG, MAYOR, FALLS CHURCH, VA.**

Mayor DELONG. Thank you, Senator Trible.

I am Carol W. DeLong, and I am mayor of Falls Church.

Last year, the Falls Church City Council opposed the testing of the scatter plan, and voiced its opposition at COG. The city of Falls Church realized no benefits from the scatter plan. Quoting from the executive summary of the FAA's environmental assessment of anticipated impact of the scatter plan: "Increases in significant noise impact would be experienced in Falls Church." I can testify that the noise from the planes did increase significantly, and so did the number of times the phone rang at city hall with complaints. Our citizens continue to complain that planes are flying overhead and wonder whether the scatter plan test has been terminated.

It would seem that the current approved approach and departure patterns are safer from the perspective of flying over areas with low or no population density. While the Air Florida crash was tragic, the consequences would have been worse if the plane had landed in a populated area rather than the river.

In terms of noise, the population in the region benefiting from the change in flight patterns during the scatter plan was very small compared to the population that was subjected to new or additional noise. Likewise, the areas in the region removed from being subjected to 30 seconds of aircraft noise of 75 decibel A or greater on a typical day are very small in comparison to the areas added.

The Council of Governments' objective to reduce noise out of National Airport might be better achieved by encouraging use of quieter aircraft.

We in Falls Church support increased use of Dulles Airport by the airlines, and improved ground transportation to Dulles, and we oppose the developing practice of using long-range jets on flights from National to Dulles as a subterfuge to escape the 1,000-mile limit on nonstop flights from National.

Thank you very much, Senator, for this opportunity to speak on this subject.

[The statement follows:]

STATEMENT OF CAROL W. DELONG, MAYOR, CITY OF FALLS CHURCH

Madam Chairman and members of the subcommittee, good morning.

Last year the City Council opposed the testing of the scatter plan and voiced this opposition at the Council of Governments. The City of Falls Church realizes no benefits from the scatter plan. Quoting from the executive summary of the FAA's environmental assessment of anticipated impacts of the scatter plan "increases in significant noise impacts would be experienced in Falls Church . . . " I can testify that the noise from the planes did increase significantly and so did the number of times the phones rang at City Hall with complaints. Even during Council meetings, there was the unaccustomed noise of flights overhead.

Our citizens continue to complain that planes are flying overhead and wonder whether the scatter plan test has been completely terminated.

It would seem that the current approved approach and departure patterns are safer from the perspective of flying over areas with low or no population density. While the Air Florida crash was tragic, the consequences would have been worse if the plan had landed in a populated area rather than the water.

In terms of noise, the population in the region benefitting from the change in flight patterns during the scatter plan was very small compared to the population that was subjected to new or additional noise. Likewise, the areas in the region removed from being subject to 30 seconds of aircraft noise of 75 DBA or greater for a typical day are very small in comparison to the areas added. No political jurisdiction in the Washington metropolitan area appears to have benefitted from the scatter plan except maybe Montgomery County.

The Council of Governments' objective to reduce noise out of National Airport might be better achieved by encouraging the use of quiter aircraft.

We in Falls Church support increased use of Dulles Airport by the airlines and improved transportation to Dulles and we oppose the developing practice of using long-range jets on flights from National to Dulles as a subterfuge to escape the 1000 mile limit on non-stop flights from National.

Thank you for this opportunity to speak on this subject.

Senator TRIBLE. Mayor DeLong, thank you. Your position is well taken.

Mayor Beatley, on behalf of the people of Alexandria, and beyond, welcome.

## STATEMENT OF CHARLES E. BEATLEY, JR., MAYOR, CITY OF ALEXANDRIA, VA.

Mayor BEATLEY. In my flying experience, I worked for Pennsylvania Central, and then United; in my first 23 years of airline flying, I was based out of National Airport—my home base—so I have literally made thousands of approaches in and out of National Airport, and I can pretty much tell you where I am by just a glance at the ground from almost any angle. My last 10 years of flying was with UAL, and I flew out of Dulles and BWI. I will tell you that it was with a sigh of relief that I departed National. It is really a squirrel cage.

Scatter plan is not the way to run an airport. We don't do it anywhere else in the country that I know. Personally, at every other airport that I know, and I have been in and out of most of them in the United States, the common usage is to approach over water, whenever it is available. It is commonsense. They don't build high towers in water. They don't have construction. Water is level and it is flat, and it is more friendly to the pilot coming or going.

Not all routes or procedures are equal. I think Administrator Helms admitted that after he gave in and agreed that the scatter plan was dead. He as good as said, and I think Jim Wilding almost said, that some routes are safer routes. Everything in safety is relevant, but there are safer routes. What we have been doing for 17 or 18 years obviously made good sense, and you have taken the worry away in an area where safety is now being sacrificed.

One point I want to make. I don't know where the theory comes from that the pilots are on their own out there, off on a lark. Pilots don't determine where airplanes go. They file a flight plan and request where they want to go. The pilot receives a clearance and that clearance has to have a complete element of precision about it.

The pilot is used to flying at precise headings and altitudes, and he doesn't argue with those unless there are some thunderstorms, which is another reason for deviating, and even then he is on his knees asking to be recleared. He does not on his own go off and

determine his whole course and his altitude. He is flying an airplane with a transponder, required by law, that spells out the precise location, and that has a recording altimeter, which tells his precise altitude to the controller at all times.

The pilot is not at fault here. The controllers are the ones that tell people where to go, and every single airplane that has deviated from whatever we think is proper in this case points to controllers. Scatter plan has not stopped, and it has not stopped because controllers are making the decisions, not pilots. I think that should be clear.

Senator TRIBLE. I would say to the gentleman that this committee has greater opportunity to influence what controllers do rather than pilots. If your comments are on the mark, and I will defer to your experience, then that bodes well for the process because we can square those folks away.

Mayor BEATLEY. You can see that I feel very strongly about it. Even my colleagues don't understand.

Pilots are flying at precise headings and altitudes as spelled out by the controller. If there is the slightest deviation—some pilots may wander off 10 degrees; it is possible and the controller might not even know that—but that is not the problem here.

The problem is that they are being told to go to certain places, and the person in charge is the FAA. The FAA writes the laws. The FAA administers the laws. The FAA enforces the laws. Here you have the whole thing in one organization, and they are completely responsible for anything that happens out there, almost 100 percent. I think that that is where we have to go to get the solution to the problem.

In their writing of the laws or in their administering of the laws, they (FAA) have a lot to do with what happens in Rosslyn with respect to highrise buildings and so forth. In fact, the FAA approves profiles of descent in some airports that I think are ridiculous; most of them are paper things that pilots don't think are practical.

So, I think there is really a dereliction of duty in regard to approvals of things that have happened around Rosslyn. I notice the NTSB took the FAA to task because it was plainly and obviously a dangerous operation around Rosslyn.

I had occasion about 9 months ago to be waiting for 30 minutes between 5:30 p.m. and 6 p.m., and it happened to be that they were taking off to the south and they were coming in from the north. I had to stand out in front of the Marriott at Key Bridge waiting for my ride. I observed where the airplanes were coming, and many weren't coming down the river for their landing on runway 18.

About every 3 minutes an airplane would go by. In that 30 minutes, I would say that the portion of airplanes that went right over the river was something like 30 percent. The rest of them were divided between some just a hair south toward the buildings, and some of them a hair north or somewhat north on the other side of the river barely. There were two that passed south of the Rosslyn buildings. The controller knows that that pilot has deviated, and he should be right on the ball and watch that guy like a hawk. He is in charge and all he has to do is say: "Flight 5, you are off course, turn," and direct him back and not give the pilot any option. This

whole scenario is to point out that the pilots are not at fault in this case, the controllers are.

I should go back and say that the whole Rosslyn approach, coming in and landing, is not a part of the scatter plan, because the scatter plan only applies to departures. But don't think that the scatter plan for departures doesn't affect the kind of the way your mind works on landings, too. You tend to scatter on landings if you scatter on departures, that is the way the controller's mind operates.

The coming down the river approach is the poorest excuse for an approach. It is the most imprecise thing that I can think of. There is no way that you can artificially make a precise approach from the north to National Airport landing on runway 18. There is no possible way because the winding river and building construction are so located that you cannot lay out a good approach. The airport is mislocated if you want to have an approach from the north with any kind of precision.

There is no descent profile glide slope coming in from that direction at all, it is strictly up to the pilot to fly by the seat of his pants. In fact, you are barnstorming from Rosslyn on in, no matter what you call it. You can talk about a 326 degree—radial inbound or whatever, but there is no precision approach, and it is nothing but a paper coverup when you assert that there is one.

So you are on your own, and you make a series of turns all the way to the end of the runway. The last 35 degrees of turn are made at about 100 feet of altitude, a maneuver which I don't know would be required at any other airport in the United States. It is a ridiculous thing to operate the ninth busiest airport in the country, in such a manner, where obviously two-fifths of the landings are going to be made to the south.

The truth of the matter is that this airport is seriously misused, and that is one thing that we are ducking. We are trying to talk about scatter, which is to perfect a nonperfectable airport for a high density operation. I am not suggesting that we close National, I am suggesting that you tailor the operation to fit the real estate you have there, which is very, very limited. It is not the real estate within the confines of the chain link fence around the airport, it is the real estate that is off at the ends of the runways, and in the traffic patterns, and so forth.

The scatter plan has never stopped. In fact, whenever they are taking off north, my windows, for example, rattle at Seminary Road, as they did on February 3 by direct passage of airline jets at 7:20 a.m., 7:35 a.m., and 7:40 a.m. I can almost predict those three flights any day that they are taking off north.

What they do, they obviously turn short at Rosslyn, or close to Rosslyn, and then turn so as to pass over us in Landmark or Skyline center areas. They are obviously Florida flights, or southwestbound flights making their left turn, and they are coming right over us. This is brand new for Alexandria, we never had that before the scatter plan, and we are still getting them after the scatter plan has ended.

The scatter plan itself has encouraged a lot of loose operations. The pilots, I think, don't know what to expect when they take off. They don't know exactly where their turn will be. It is a gamble,

and they are not really set for the maneuver as they are at other airports. Precision turns should be anticipated on the pilot flight plan paper which they make at the desk on the ground. Here, they are having to reroute while moving in the air under scatter plan. It is a ridiculous way to run an airline.

I know airlines like to cut the corners, and save the fuel costs, and all that, but this is not justified from a safety standpoint.

I just got back from a trip to Hong Kong, and Hong Kong has an airport very much like National. It is a wild and woolly approach. They have no options. They don't have a Dulles. They don't have a BWI. They are not the ninth busiest airport in the United States, so they cannot begin to compare with National.

I guess what I am saying is that there are other airports around the world, but I don't recommend them. I avoid them if I possibly can, as I avoid National whenever I can. I will drive a long way to avoid National.

Unfortunately, most of the trips are at National, but I go to Dulles whenever I can.

Well, I think that I should say, Alexandria has suffered, like Arlington. The scatter plan has not helped us one bit, it has made life much worse. In fact, I think we are now carrying 30 percent more noise than we did before the scatter plan.

We and Arlington have the greatest total decibels of noise of any other area jurisdictions, and now we are dumped on by another 30 percent of increase. I will be darned if I can see how Prince Georges can argue that they are being harmed, and that equity is with them, but I know that Mr. Dolan is going to tell me that.

Another thing that has happened since the scatter plan, is that there has been a real looseness about even handling the turboprops, the nonjets. We have them all over us like we never had them before. In fact, almost any night you will find that you will have a DeHavilland-7 going right down route 1, right over the middle of downtown Alexandria at low altitude, lining up on runway 3. We quit using runway 3 20 years ago.

You can use runway 21 for landings, but nobody should be using runway 3 for landing anymore. I didn't realize that they were. You have to go right over the center of Alexandria to use it, and you are allowing the traffic pressures of runways 18–36 to squeeze you over now. So it is all related.

I guess what I want to close with is to say, Alexandria, like Arlington, is something like being next to an Air Force jet base, or an aircraft carrier. It is very similar. I think the time has come to recognize that we can't handle the kinds of operations that we now have at National.

We have to tailor National to fit its capabilities. If we don't, we are going to have more problems and an occasional disaster. We are going to have more and more lack of confidence from the people. I want to call your attention to the fact that when Neil Goldschmidt came down here as Secretary of Transportation, he got off at National and he looked around, and he said: "This mess has got to go." He started changing his mind within a week.

What I am saying is, the mess is still there, let's do something about it.

[The statement follows:]

STATEMENT OF CHARLES E. BEATLEY, JR., MAYOR, CITY OF ALEXANDRIA

Ladies and Gentlemen: My first airline pilot job was flying DC-2's and DC-3's with Pan-American Grace Airways in South America in 1941. I started flying DC-3's for Pennsylvania Central Airlines (PCA) out of National Airport in 1943 two years after the airport opened in 1941. I continued to fly DC-3's, DC-4's and Viscounts out of National as my home base with PCA becoming Capital until 1966 after which I flew four engine DC-8's (by now United Airlines) out of Dulles and BWI until mandatory age-60 retirement in 1976. During these years I served the Air Line Pilots Association (ALPA) in various positions ending with first vice president 1955-7. I have made numerous presentations concerning safety during these years. I own and operate a small airport near Warrenton VA and am a member of the Virginia Aviation Commission.

I think the best way to tell you about National is to read excerpts from a Post editorial that I wrote between midnight and dawn on January 16, 1982, two days after Air Florida No. 90 crash.

We only narrowly averted approval of "wide body" aircraft in 1981 after raising valid safety issues. FAA Administrator Helms agreed with out analysis and announced that each model of "wide body" would be evaluated on an individual aircraft model basis.

Wide bodies are required under FAR (Federal Air Regulations) to cross the landing threshold so as to never to touch down closer than 1500 feet from the end. Since narrow-body jets are allowed 1000 feet this means wide-body roll out is on a runway shortened by 500 feet. Well, the Administrator turned down the A-300 under this procedure.

To show how persistent and aggressive the carriers are . . . I attempted to shame Eastern by saying . . . all carriers operating DC-10, L-1011 and A-300 (smaller wide bodies) show in their manuals that minimum runway lenghts for these models shall be 7,000 feet. In fact the manual shows the same for the A-300—and think it unconscionable to attempt to fit this bigger, heavier airplane into the 6869 feet at National. Although I have not personally seen the manual, I am told that EAL changed their manual to 6,500 feet two weeks later. Can you believe that? Now we have a new request by Eastern to try all over again.

Wide bodies have another major problem in that the wide bodies which are "heavies" generate large wing tip disturbances when in take-off or landing configurations and airspeeds.

The wing tip vortex problem is the disturbance of air caused by the wing tip movement through the air which resembles the whirling rotation of two mini-tornados that dissipate in a downward angle toward the ground. Dissipation may require up to four minutes before safe passage of a trailing aircraft is possible and this problem is especially severe for wide-bodied aircraft, weighing more than 300,000 pounds. Modern high density airports handle this problem by simultaneous multi-runway operations so that the disturbed airspace is spread and allowed to dissipate on the "hot" runway. This alternate runway system is not available, however, at National Airport, which, as a practical matter, is a single runway airport.

Now some words about the surrounding environment in regard to safety. National really only has one safe operational side—this is to and from the South. There is virtually no precise electronic radio aid when taking off to the North or landing from the North. The mental anxieties of Flight 90's pilots were very evident from post accident tapes. The hazards of high buildings at Rosslyn have been well known for years. You can blame the pilots but snow squalls caused the recent one day near miss fiasco . . . will always be with us. When a pilot leaves Georgetown or Rosslyn, he is on his own, barnstorming so to speak—flying pretty much by the seat of his pants. He is expected to navigate to runway 18 end in a constant turn with the last 35° close to 14th Street Bridge and the ground. He has no electronic descent profile radio aid. There is no other carrier user airport in the country that uses such a wild and wooly approach, let alone the 9th busiest airport in the country. This operation is a disgrace!

Finally, I am ashamed to meet my friends at National Airport. It is a madhouse, with congestion everywhere—in the air, on the runway, on the taxiway and in the terminal. There is congestion with the handling of baggage, with the renting of cars, in the securing of taxis and in the locating of private autos. There are weather delays and cancellations at times when identical weather results in no interruptions at Dulles.

National is a disgrace. It was accurately described as "that mess of National Airport" by former DOT Secretary Neil Goldschmidt when he made his first entry there as a Carter administration appointee.

Let's do something about it. We need to keep close tabs on National and Dulles; to call in when we see an off-course scatter flight; to campaign against the misuse of National, and to gear it to a limited number of daily shuttles to New York, Chicago and Atlanta only. Then let's promote the maximum number of turboprop commuters that fit all three runways. Business and corporate aircraft should be encouraged to use National.

In short let's tailor the operation to fit the real estate. To force the use of National with the goal of making it the Washington area's principal expansion airport is wrong—it will not work and will surely result in continuing reduction in safety factor with an occasional disaster.

Senator TRIBLE. I wish you could be a little more animated when speaking about National Airport.

We thank you for your testimony, and we thank you for your insights. I suspect that one of the answers might be that we should put you in the tower. Whether the problem lies with the controller, the pilots or with the FAA generally, we intend to get to the bottom of this mess, and we would welcome your advice and counsel.

Last but not least, we will hear from our friend from Maryland, William Moran.

**STATEMENT OF WILLIAM MORAN, CHAIRMAN, PRINCE GEORGES COUNTY ADVISORY COMMITTEE ON NATIONAL AIRPORT OPERATIONS REPRESENTING THE COUNTY COUNCIL AND THE COUNTY EXECUTIVE**

Mr. MORAN. My name is William Moran, and I an chairman of the Prince Georges County Advisory Committee on National Airport Operations. I am here today to talk on behalf of the Prince Georges County Council and the Prince Georges County executive. I might also add that I am one of the coauthors of the scatter plan, and it is very nice to be among friends.

Senator TRIBLE. You have gotten a warm welcome here today.

Mr. MORAN. I began to feel a little bit like the father of Typhoid Mary must have felt.

The one thing, before I get to my brief remarks, that has interested me, as I listened to my friends from Virginia talk, is that every single speaker who has spoken so vehemently against the scatter plan insists on two things that are puzzling to me.

No. 1, they insist—Mrs. Whipple, for example, has spoken on many occasions to this—that the airport stay at its present ceiling. I believe that the ceiling that Arlington County voted for is 14 million passengers a year. But Mrs. Whipple has often said that it is very important to the economy of northern Virginia, especially her own jurisdiction, that the airport operate fully, and Arlington has no intention of seeking to cut it back or phase it out.

The other thing that they insist upon, they talk a great deal about the dangers that were supposedly created by the early turns called for by the scatter plan, but everybody insists that on far more dangerous turns over the 14th Street bridge when a plane is very, very low and it has just barely cleared the end of the runway. Those turns are 45 degree turns, by the way, and the scatter plan simply called for an additional 45 degree turn 2 miles from take off when the airplane is about at an altitude of 2,000 feet.

I don't want to get into technical details, but in listening to the description of the scatter plan, I have heard descriptions that

pretty much fit whatever the describer wanted to believe about the plan. In fact, I was interested when you said that you hoped the scatter plan was dead as of today. I recalled Mark Twain; I hoped that the reports about its death were greatly exaggerated.

May I say, just to get into what I would like to present to you today, that——

Mayor BEATLEY. It is alive and kicking, you don't have to worry.

Mr. MORAN. First, neither the county council or the county executive have taken any position on a permanent adoption of the scatter pattern for departing commerical jets at Washington National Airport. There has been no completed report on the volumes of data generated during the 10 weeks of the test.

Prince Georges County government is wisely awaiting the FAA's analysis, as well as the report being prepared by its National Advisory Committee, which I head.

The Prince Georges County Council has previously voted approval of the testing of the scatter plan on several occasions. The representatives to the council of Governments on behalf of the county council and the county executive of Prince Georges, have voted with several overwhelming affirmative votes by COG on the scatter plan, when COG considered that scatter plan and voted on it over a period of 2 years. There were, in addition, many local hearings and citizen input.

Both the executive and legislative branches in Prince Georges County were aware of the rationale of the scatter plan: The long established departure procedures at National Airport put a solid line of jets over a groundline 10 to 12 miles long, with an absolutely brutal frequency of one jet airplane every 2 or 3 minutes from 7 a.m. to 10 p.m., every day.

Studies done by the National Aeronautics and Space Administration, which figured heavily in the development of the scatter plan, on the effect of jet overflight noises on human test subjects produced the not surprising result that the frequency of overflight noise was a very important element in the severe discomfort reported by the test subjects. In fact, frequency was often cited as being more objectionable than the amount of noise, or the loudness of the noise.

John Hechinger, a well-known businessman and civic leader in Washington, coined a very expressive metaphore. He said, "We can all tolerate, even though annoyed, a loud motorcycle which goes past our house from time to time. But if a loud motorcycle went past your house every 2 minutes, that frequency would drive you crazy."

The scatter plan, as approved by the county government and its COG delegates, was designed to reduce the number of overflights over any one ground line from the currently brutal frequency of 1 every 2 minutes, to approximately 2 aircraft every hour.

Parenthentically, observations that we made during the test indicated that this was largely accomplished. Most people when they talk about the 870,000 that additionally were impacted, never mention frequency. If one new person got one airplane a day over his house, he is included in that 870,000.

I want to point out that this is not just a spreading of the noise as I read in the Washington Post, although this certainly would be

fair, but actually it is a mitigating of the overall noise problem. Since it was the frequent repetition, as I mentioned, that really causes the difficulty, what we were after was a great reduction in that repetition. We think we succeeded, and we will know when we get the results.

Because every departing jet from National Airport enters Maryland airspace for miles before turning to destinations, and this despite the fact that the airport is in Virginia, and despite the fact that about 200 of 300 flights are destined for westerly courses, the Prince Georges County government voted to try the scatter plan.

There is something inherently wrong with procedures that send airplanes from an airport in Virginia into Maryland, runs them 12 miles into Maryland, before turning to the west where they are going to go anyway.

It was deemed eminently unfair that Arlington and other Virginia areas, which benefit financially to an amount between $1 and $2 billion annually from the airport have vehemently refused to share any of the burden of the airport.

I have heard the argument that Alexandria is affected, and of course Old Town is affected by the noise. Old town is practically in the airport. The only way to get rid of that is to get rid of the airport. We are for that.

At any rate, these local jurisdictions have not only refused to bear the burden, but they have in fact fought in court and through their elected officials, many of whom we have heard today, to continue to route the planes into Maryland for up to the 10 miles north and south of the airport before they turn to the west.

May I just say that, the scatter plan has a very simple concept. There are three westerly beacons that the airplanes head toward in leaving National. There is one more to the east. All the scatter plan said was to turn these planes early toward one of those beacons, whatever beacon is appropriate for its destination.

It succeeded in taking approximately 20 to 25 flights an hour and breaking them up. It doesn't quite amount to one-fourth of those flights hourly to each of those four beacons, but it almost does that. So you had about five airplanes per hour heading toward a single beacon, and that is where because of variations we got the two airplanes per ground line for every hour during the test. We thought that this was an improvement.

It seemed important as a matter of fundamental fairness that all who benefit from the current operations at National, and all who use the airport ought to share the burden. My county's government was persuaded that the scatter plan in fact, by scattering on a carefully controlled basis, brought the frequency of overflights down to a bearable level.

May I briefly touch on a further important position taken by the Prince Georges County government. Prince Georges is on record calling for a drastic reduction in the total number of flights at National and a transfer of at least 50 percent of the flights to BWI and to Dulles Airports.

In this we are guided by much more than our admittedly parochial interest. We are concerned about the safety factor. I concur with Mayor Beatley totally in the sense that there is absolutely no margin of error at National Airport. I am not saying that National

is not a safe airport. In fact, my admiration for the people who operate the airport and fly the planes is unbounded. But there is no margin for error.

I came in on a 757 last week, we chewed up about three-quarters of the runway when we landed. We landed from the south and they haven't quite finished the extension of the overrun for the runway for landing from that direction. I thought to myself, if something had gone wrong, if we had landed a little farther down the runway, or if we had blown a tire, or anything had gone wrong, I don't know whether we would have been on the runway when we finally came to a halt, or in the Potomac.

For all of these reasons, Prince Georges County officials, who instructed me, would have me tell you that the congressional interest manifest by the scheduling of this hearing is reassuring and highly commendable. But—I repeat the "but"—it is impossible to make any kind of a fair and intelligent assessment of the scatter plan until the data is studied and the reports are in.

In conclusion, let me say that the scatter plan has produced some strange byproducts. If Alexandria got any airline jet overflights during or since the test, it was in no way because of the design of the scatter plan. I think that the FAA officials here will bear me out. The design of the test called for no jet to turn before the Wilson Bridge to the south—in fact beyond the Wilson Bridge—and at 2 to 4 mile points to the north, both beyond Alexandria.

All of the inlying districts do get a number of overflights by commuter jets, and corporation jets. These are noisy airplanes, and many people don't know the difference between a commuter jet rattling their windows and an airline jet rattling their windows. I am not sure that it makes a lot of difference to the individual, but these aircraft were not included in the scatter plan.

On the subject of the phone complaints, the FAA reported a three to one vote against the test. We made an analysis of the record of these calls and it shows that there was a carefully orchestrated crusade that resulted in multiple calls from the same individuals.

Harry Hubbard, Chief of Controllers told me an interesting thing. A lady called him directly about 3 days before the test and said that she wanted to complain about the planes from the scatter plan test flying over her house. Harry told her that, well, the test wasn't underway yet, and she was a little premature. She said, well, she was calling early because she had 10 calls a day to make and she wanted to get started.

When these repetitions are removed, the actual numbers are closer to five against the test and four for the test, and that is a rather remarkable balance. The only other thing I would add about the phone calls is that the total number of phone calls against the test, when the repetition was eliminated, amounted to about one-half of 1 percent of the 870,000 that were affected by the scatter plan test.

So I say, for Prince Georges County, let's wait for the data to be analyzed, and then let's look at the record. May I just add one final note. I suggest that this hearing not be terminated, but adjourned to a future date when the reports are in. I think you are on the

right track. I think the scatter plan should be closely examined, and I think that it should be judged on its fairness and equity.

Thank you very much.

Senator TRIBLE. Mr. Moran, I thank you for your testimony. I don't agree with all of the points you raise, but I surely agree that the traffic at National Airport produces a diverse noise impact on the people in its region. We have to work together to assure the safety of that airport, the people who live and work in the area, and the people who use that facility. We have to do everything we can to moderate the interference in people's lives caused by the noise generated by airport operations. To that end, we will surely work together.

Let me ask you just one question. How does COG operate in terms of making the decisions which affect its member communities? Obviously, all of the communities in the area are represented. Does each community have one vote?

Mr. MORAN. Senator, if you will permit me to try and answer. I am not a member of COG. COG has two methods of voting. On many questions, delegates from the various jurisdictions vote as individuals, and they tally the number of votes. However, on some questions, they can vote on a weighted basis, which is related to the population of the various jurisdictions.

On the scatter plan test, both types of votes were taken, and on every single vote—there was a total over a 2-year period of maybe four to five votes on scatter, with both kinds of votes—in every case, COG overwhelmingly requested the FAA to test the scatter plan.

As far as the representation is concerned, every county has one representative from the executive branch, one from the legislative branch. Local cities have representatives. There is a total of 24 members on the COG board. I think that the District of Columbia, rightfully because of its population has the most representatives.

Senator TRIBLE. It seems to me, at least on first blush, that COG might view this matter differently today as in the past. Be that as it may, I thank you for being here today, and thank you for very fine testimony.

Thank you very much.

[The statement follows:]

STATEMENT OF WILLIAM T. MORAN, CHAIRPERSON, PRINCE GEORGES ADVISORY COMMITTEE ON NATIONAL AIRPORT OPERATIONS

Senator Kassebaum, Ladies and Gentlemen: I want to thank Senator Kassebaum for the invitation to appear here today. My name is William Moran. I am chairperson of the Prince George's County Advisory Board on National Airport Operations, and I am speaking for the Prince George's County Council and for the County Executive.

I want especially to thank Senator Kassebaum and her staff for very cordial acceptance of our tardy reply to your invitation.

First, neither the County Council nor the County Executive has taken any position on a permanent adoption of the scatter pattern for departing commercial jets at Washington National Airport.

There has been no completed report on the volumes of data generated by the ten weeks of the test and the Prince George's County government is wisely awaiting the FAA's analysis as well as the report being prepared by its own National Airport Advisory Committee which I head.

The Prince George's County Council has voted approval of testing the Scatter Plan on several occasions. The representatives to the Council of Governments on

behalf of the County Council and the County Executive have voted with the several overwhelming affirmative votes by COG on the Scatter Plan.

Both the legislative and executive branches in Prince George's County were aware of the rationale for the Scatter Plan.

The long established departure procedures at National Airport put a solid line of jets over 10 to 12 mile long groundline with the absolutely brutal frequency of one jet airplane every two or three minutes from 7 a.m. to 10 p.m. every day.

Studies done by the National Aeronautics and Space Administration on the effect of jet overflight noise on human test subjects produced the not surprising result that the frequency of the overflight noise was an important element in severe discomfort reported by the test subjects. John Hechinger, noted business man and civic leader in Washington, coined an expressive metaphor. He said we could all tolerate, even though annoyed, a loud motorcycle which went past our house. But if a loud motorcycle went past the house every two minutes, the frequency would drive us crazy.

The Scatter Plan as approved by the County Government and its COG delegates was designed to reduce the number of overflights over any one groundline from the currently brutal frequency of one every two minutes to approximately two aircraft every hour. And, paranthetically, observations during the test indicated that this was largely accomplished.

And I want to point out that this is not just "spreading the noise thin", although this certainly would be fair, but actually mitigating the overall noise problem since it is frequent repetition of jet overflights that causes most of the problem.

Because every departing jet from National Airport enters Maryland airspace for miles before turning to destination—and this despite the fact that the airport is in Virginia and despite the fact that about 200 of the 300 flights are destined for westerly courses—the Prince George's County Government voted to try the Scatter Plan.

It was deemed eminently unfair that Arlington and other Virginia areas, which benefit financially to an amount of between one and two billion dollars annually from the airport, have so vehemently refused to share any of the burden of the airport, and in fact have fought in the courts and through their elected officials to continue to route planes into Maryland for up to 13 miles north and south of the airport before they turn to westerly destinations.

It seemed important and a matter of fundamental fairness that all who benefit from current operations at National and all of us who use the airport ought to share the burden. And my County's government was persuaded that the Scatter Plan in fact, by scattering on a carefully controlled basis, brought the frequency of overflights down to a very bearable level.

May I briefly touch on a further important position taken by the Prince George's County Government. The Government is on record calling for a drastic reduction in the total number of flights at National and a transfer of at least 50% of the flights to BWI and to Dulles airports. In this we are guided by much more than our admittedly parochial interest. We are concerned about the safety factor—there is no margin for error at National.

For all of these reasons, the Prince George's County officials who instructed me would have me tell you that the Congressional interest, manifest by the scheduling of this hearing, is reassuring and highly commendable—but, I repeat, but, it is impossible to make any kind of a fair and intelligent assessment of the Scatter Plan until the data is studied and the reports are in.

In conclusion, let me say that the Scatter Test has produced some strange by-products. If Alexandria got any airline jet overflights, it was in no way because of the design of the test. The FAA officials here today will bear me out that the design of the test called for no jets to turn before the Wilson Bridge to the south, or the two and four mile points to the north, both beyond Alexandria.

And on the subject of phoned complaints, the FAA reported a 4 to 1 phone vote against the test. An analysis of the records of these calls shows that a carefully orchestrated phone crusade resulted in multiple calls by the same individuals. When these repetitions are removed, the actual numbers are closer to 5 against and 4 for the test.

So I say to you for Prince George's County, let's wait for the data to be analyzed and then let's "look at the record".

May I therefore suggest that this hearing not be terminated, but adjourned to a future date when all the reports are in.

Thank you for this opportunity to speak to you.

Senator TRIBLE. Next we will hear from Allen van Emmerik, Cabin John Citizens Association, and Eric Bernthal, Coalition on Airport Problems.

## STATEMENT OF ERIC BERNTHAL, PRESIDENT, COALITION ON AIRPORT PROBLEMS

Mr. BERNTHAL. Thank you very much, Mr. Chairman.

I am the president of the Metropolitan Washington Coalition on Airport Problems, known as CAP. For 5 years CAP has served as the leading citizen voice in metropolitan Washington area on the noise and safety problems surrounding the operation of National Airport.

With some 100 civic and citizen associations located in Virginia, Maryland, and the District under the CAP umbrella, CAP has also grappled with the controversial subject of scatter throughout its history. Many of the primary proponents and the major opponents of scatter are members of CAP, and we have seen some fur fly.

I think that we are in a rather unique position, therefore, to understand how divisive and controversial this issue really is. Nonetheless, a clear consensus among CAP's membership has consistently emerged. Since its inception, CAP's members have overwhelmingly favored the concept of scatter, an equitable sharing of aircraft noise throughout the region, with as uniform a distribution of this public nuisance as possible.

On March 15, 1983, CAP held a regionwide membership meeting devoted exclusively to the then proposed scatter plan test, which is the subject of this hearing. More than 80 percent of our membership voted—that is more than 80 percent of the delegates who spoke, spoke in favor of conducting the test.

Since the conducting of the test, we have not had a meeting to assess the test's impact. Frankly, we are a little bit puzzled and somewhat disappointed that this subcommittee would choose to make that evaluation now. I am frankly heartened by some of the comments about keeping the record open and examining this issue when some of the facts are in, because those results are not in yet. The FAA has not issued its report, nor has anyone, pro or con on this issue, had time to evaluate it.

COG has conducted indepth random polling surveys before, during, and after the test, but these test results have not been made public. It seem to us that no one can make a rational assessment, particularly on an issue as controversial as this one, at this time.

It seems to me that the supporters of scatter do have some very strong and persuasive equitable arguments on their side. First, there is the fundamental point that it is simply not fair to dump the entire noise burden on one group of our neighbors. Scatter merely requires that each of us take our fair share.

I think that a lot of the testimony today suggests how politically loaded it is to talk in terms of jurisdictions. This has nothing to do with Alexandria versus Arlington versus Cabin John versus the District. There are residents along the narrow corridor along the Potomac River who live in all of these jurisdictions who are taking 100 percent of that noise burden.

As sure as Old Town Alexandria is one of these terribly impacted areas, and it is, there are other areas of Alexandria which have no noise burden at all. You can't talk about Alexandria, or Arlington for that matter, when you talk about the flight path and noise burden that it generates.

The second point is that scatter is not simply designed to share the headache. It is founded on the well-documented commonsense notion that noise impacts are relative. As Mr. Moran said, it is the frequency of overflights which is critical to the degree of annoyance.

The theory of scatter is that no one will find an occasional overflight annoying, but hundreds of overflights a day is intolerable. Distributing the flights uniformly over a wide geographic area doesn't share the headache, it relieves it, much as a tall smokestack would disperse and dissipate smoke instead of inundating nearby residents with heavy concentrations of industrial residue.

To be sure, the opponents of scatter have some arguments on their side, too. There are some residents who did in fact select their homes specifically to avoid aircraft noise. I believe that you mentioned that you were one of them, Senator.

Senator TRIBLE. No.

Mr. BERNTHAL. These people have an equally equitable argument, it seems to me, that they are entitled to avoid it. But if scatter really works, neither those people nor anyone else, except those living right off the ends of the runways, should get heavy doses of aircraft noise. Again, the idea of scatter is to dissipate the noise widely enough that no one bears an undue burden.

Scatter was designed to give a measure of relief to those severely impacted residents of the Potomac River corridor, without unduly burdening others. Much has been said by those others today, reflecting their reaction to just a fraction of the noise burden the corridor residents endure regularly.

I would ask, what efforts is this committee going to make to analyze the beneficial impacts of the test? Has any assessment been made to determine the relative impact on people, the degree to which several overflights each day varies in annoyance level from exposure to literally hundreds of such overflights?

The environmental assessment, which was done by the FAA before the test, compared people exposed to 30 seconds a day of aircraft noise before the test and during the test, and that is where these astronomical numbers came, 500,000 before and 870,000 after. It is a ludicrous comparison. No one is going to object to 30 seconds of aircraft noise a day. It is the people who live with the 300 jet overflights a day who really have a problem.

We know that the scatter plan issue has become highly politicized, and we know, too, that those who experienced their very first small taste of the National Airport noise problem are angry and upset. I don't think anyone knows better than CAP members how frustrating and annoying aircraft noise can be, because for 15 years the residents of the Potomac River corridor have endured the nightmare of some 300 jet overflights every day, week after week, month after month, year after year.

Today, despite public pronouncements and some private assurances from the Secretary of Transportation that she understands

the problem and that she is going to do something about it, operations at National Airport are as busy as ever. Indeed, we now suffer for the first time from jets operating in and out of National all night long, proving that even an intolerable situation can get worse with enough Government neglect.

These issues, the terrible noise burden that National Airport generates, the severe safety problems which the intense overcongestion and misuse of that ancient airport creates, and the sheer irrationality of using National as our region's primary airport, when attractive alternatives exist, these are the issues that this subcommittee ought urgently to address.

It should be quite clear by this point that both the proponents and the opponents of scatter agree on the real issue. Something meaningful must be done about National Airport. Some of those who testified on both side of the scatter issue have worked tirelessly to bring about a more rational airport policy for the Washington region.

What is plainly needed is a substantial reduction in jet traffic at National. It is needed for reasons of safety, congestion, noise, and simply for better regional airport planning. This Senate Aviation Subcommittee ought to finally join with DOT, before the next accident occurs, before the next citizen outcry over noise, and before congestion at National simply produces air side and ground side gridlock, and bring what has traditionally been called the Great Filthy Beast of the Potomac under control once and for all.

I would like to make a couple of additional comments based on some of the testimony that I heard this morning, if I may.

Senator Trible, you emphasized from the very beginning the lack of notice that some people had when the scatter plan was tested. I hope that you will be sensitive to the fact that in 1968, when the preferential flight paths were developed along the Potomac River corridor, the hundreds of thousands of people who lived in that corridor had jets dumped on them without notice, without hearings, without right of appeal, or even a right to appear before a committee like this one.

You see, before 1968 and before the jets, scatter was the way planes took off from National Airport.

Senator TRIBLE. That is argument for full disclosure and full rights, and you are not arguing against that?

Mr. BERNTHAL. No, I agree with you. I am underscoring the fact that there are tens of thousands of people who live in the Potomac River corridor who received no notice whatsover when the jets were dumped on them, and they have been bearing 100 percent of the burden for the last 15 years. If you address scatter, you have to address the question of what you are going to do for those people.

Senator Warner emphasized the safety issue, and I could not agree with him more. National Airport is an antiquated facility that has no business being operated the way it is being operated today. I urge this committee to address the safety issue in earnest and to deal with it. It is the real problem here.

I just must make a comment. Representative Wolf, with whom I agree on almost all aspects of the National Airport issue save this one, raised the issue: Is scatter dead? Is scatter over? Are they really scattering the flights?

I have to smile because the people who live in the Potomac River corridor are sitting there getting 300 overflights a day, and if you ask them they will tell you that it is business as usual. They are still getting all the planes.

I heard also that there were concerns that there were not adequate measurements in Fairfax, and again I had to smile because people in Montgomery County have been calling me and saying: Do you know that the public surveys that they are doing didn't interview anybody in the Potomac River corridor? How are they going to find out about the beneficial results of the test?

The real answer is, let's wait and see. Let's wait and see what the COG survey really shows. We have to consider it in a rational light after the evidence is in.

Ms. Whipple testified about those aircraft that are out at 5,000 and 6,000 feet in Montgomery County. She is wrong on her altitude, but it is a typical refrain, it seems to me, to hear people from throughout the region saying: My neighborhood is worse than yours. I don't think that that is a profitable comparison.

We have a regional problem here that we need to act on together and do something about. The problem is not jurisdictional, it isn't Old Town versus Rosslyn, or anything else. It is a regional problem, and we have to do something about it.

I would make one point with respect to the concern that was expressed from Arlington residents, and I have been sensitive to that concern. CAP was sensitive to that concern from the day the test began. I think the committee would be interested to know that even though CAP is one of the earliest sponsors of the test, it opposed a scatter plan that was developed by the FAA itself in 1980.

The reason that we opposed it was that we felt that that test was going to create new firm corridors, rather than truly disperse the flights over a wide geographic area. It was simply going to take the misery that we have and make three discrete groups of people share one-third of that misery.

We opposed that. We are not looking to put our misery on to other people. True scatter means that the planes disperse over a wide geographic area, and the problem dissipates, it is not merely shared.

Finally, I think that the concepts about the safety issue with respect to scatter, with all due respect, are kind of a red herring. When we talk about having a river corridor to be used in an emergency, as Mayor Beatley suggested, when you look north of the airport, talking about a river to use as a safety outlet for a crash landing is kind of humorous. The river is about as wide as the beltway and twice as curvy, and a lot more rocky.

I don't think that anybody seriously contends that the river, north of their airport at least, is a reasonable safety net, if you will. If what you really mean is that it is OK to have airplanes over the houses of people who live along the Potomac River corridor, but not over others, I think that that is a pretty tough argument to defend.

Finally, Mayor Beatley, with his very vivid description of flight 5 being off course, is absolutely right. The real problem at National is the problem of safety and overuse. It is congested. He says that it is the controllers' fault. If you ever sat and listened to the control-

lers in that National Airport tower, you would think that you were in a tobacco auction. There are so many aircraft coming in and out of that airport, there is no time adequately to monitor what they are doing.

A pilot once told me that he himself had to beg a controller to give him better directions when he was coming in on a cloudy day from the north and felt that he couldn't meet the decision height of the U.S.A. Today building, and he was cleared to go on. He, being familiar with the approach at National, said: "Wait a minute. Send me around to south operations. I am not coming down that river when I can't see that building." He had to demand it before he got it. The problem is congestion. They are trying to shoehorn so many planes in and out of there, that is what happens.

Finally, I want to express my appreciation to you, not only for holding this hearing, but for your awareness of the problems of National Airport generally. I know you campaigned on solving those problems. I was delighted when you did. I hope that you will stay with it, because the real issues at National are safety, noise, and congestion, and not simply the scatter plan.

Thank you very much.

[The statement follows:]

STATEMENT OF ERIC L. BERNTHAL, PRESIDENT, METROPOLITAN WASHINGTON AREA COALITION ON AIRPORT PROBLEMS ("CAP")

For five years, CAP has served as the leading citizen voice in the metropolitan Washington area on the noise and safety problems surrounding the operation of National Airport. With some 100 civic and citizens associations (located in Virginia, Maryland and the District) under the CAP umbrella, CAP has also grappled with the controversial subject of "scatter" throughout its history. Both the primary proponents and the major opponents of "scatter" are members of CAP.

We are thus in a unique position to understand how divisive and controversial this issue really is. Nonetheless, a clear consensus among CAP's membership has consistently emerged: since its inception, CAP's members have overwhelmingly favored the concept of "scatter": an equitable sharing of aircraft noise throughout the region, with as uniform a distribution of this public nuisance as possible. On March 15, 1983, CAP held a region-wide membership meeting devoted exclusively to the then-proposed Scatter Plan test which is the subject of this hearing. More than 80% of the membership delegates who spoke that evening favored the test.

Since the Scatter Plan test ended, CAP has not held a meeting to assess its impact. Frankly, we are puzzled and disappointed that this subcommittee would choose to make that evaluation now. The results simply are not yet in. The FAA has not issued its report, nor has anyone—pro or con on the issue—had time to evaluate it. The Metropolitan Area Council of Governments ("COG") has conducted in-depth, random public surveys—hopefully a refreshing break from the orchestrated assaults on every public body in this region which were launched by both sides on this volatile issue. These surveys were conducted before, during and after the test. Again, however, the results have not yet been made public. How, then, can any rational assessment be made at this time?

It seems to me that the supporters of "scatter" have some very strong and persuasive equitable arguments on their side: first, there is the fundamental point that it is simply not fair to dump the entire noise burden on one group of our neighbors; "scatter" merely requires that each of us take our fair share. Second, "scatter" is not simply designed to "share the headache," as so many have charged. Rather, it is founded on the well-documented, and common-sense notion that noise impacts are relative, and that it is the frequency of overflights which is critical to the degree of annoyance. The theory of scatter is that no one will find an occasional overflight annoying, but hundreds of overflights a day is intolerable. Thus, distributing the flights uniformly over a wide geographic area doesn't share the headache, it relieves it, much as tall smokestacks disperse and dissipate smoke instead of inundating nearby residents with heavy concentrations of industrial residue.

To be sure, opponents of "scatter" have some arguments on their side, too. Although it is my view that the number of such people is vastly overstated, the fact is that there are some residents who selected homes specifically to avoid aircraft noise. Those people have an equally equitable argument that they are entitled to avoid it. But if "scatter" really works, neither those people, nor anyone else except those living right off the ends of runways, should get heavy doses of aircraft noise. Again, the idea of "scatter" is to dissipate the noise widely enough that no one bears that burden.

The converse of that argument, however—that those who live in the Potomac River corridor knew about the airplanes when they moved in, and should thus not be heard to complain—is a specious and unreasonable argument. For one thing, there are tens of thousands of such residents who lived in the Potomac River corridor before the jets were dumped on them, without notice or hearing, in 1968. It is a little-known fact that before the jets came to National, "scatter" was the flight path in use. Many others, of course, moved to communities many miles from National with no idea of the noise burden they were to bear. This used to be one of Washington's well-kept dirty little secrets. But the real answer is more fundamental: it is absurd to say that, because someone knows about a problem in his community when he moves in, he ought to be condemned to live with it foreover. Did anyone suggest to the residents of the Reno Road corridor that they had no right to fight Maryland commuter traffic on their streets, simply because it was always there? Or, for that matter, should Arlington residents near National have been forever barred from relieving the off-street parking problems generated by National, simply because it was there when they moved in? This issue needs to be addressed on its merits, not by a silly comparison of who lived where first.

"Scatter" was designed to give a measure of relief to those severely impacted residents of the Potomac River corridor without unduly burdening others. Much has been said by those others today, reflecting their reaction to just a fraction of the noise burden that the corridor residents endure regularly. What efforts is this committee making to analyze the beneficial impacts of the test? Has any assessment been made to determine the relative impact on people, the degree to which several overflights each day varies in annoyance levels from literally hundreds of such exposures? And if this committee concludes that "scatter" is wrong, what relief do you propose for the 250,000 residents of the Potomac River corridor?

We are aware that the Scatter Plan issue has become highly politicized. We know, too, that those who experienced their first small taste of the National Airport noise problem are angry and upset. No one knows better than CAP's members how frustrating and annoying aircraft noise can be: for 15 years, the residents of the Potomac River corridor have endured the nightmare of some 300 jet overflights every day, week after week, year after year. Today, despite public pronouncements and private assurances from the Secretary of Transportation that she understands the problem and will do something about it, operations at National Airport are as busy as ever. Indeed, we now suffer for the first time from jets operating in and out of National all night long, proving that even an intolerable situation can get worse with enough governmental neglect.

These issues—the terrible noise burden that National Airport generates, the severe safety problems which the intense overcongestion and misuse of that ancient airport creates, and the sheer irrationality of using National Airport as our region's primary jetport when such attractive alternatives exist—these are the issues that this subcommittee ought urgently to address.

It should be quite clear by this point that both the proponents and opponents of "scatter" agree on the real issue: something meaningful must be done about National Airport. Some of those who have testified today—on both sides of the "scatter" issue—have worked tirelessly to bring about a more rational airports policy for the Washington region. What is plainly needed is a substantial reduction in jet traffic at National. It is needed for reasons of safety, congestion, noise, and even simply for better regional airport planning. The Senate aviation subcommittee ought finally to join with the Department of Transportation, before the next accident occurs, before the next citizen outcry over noise, and before congestion at National simply produces airside and groundside gridlock, and bring that "great filthy beast of the Potomac" under control, once and for all.

Senator TRIBLE. Your comments are well stated. I don't agree on all points, but I think your analysis makes the point. The problems with National Airport are pervasive. They impact on the total region, and there has to be a total response. The problems, as you

have rightly said, are safety, noise, and congestion. Your organization has done a good job of providing leadership to counter those problems. Although we may not always agree in our analysis, we will work together.

Mr. van Emmerik.

## STATEMENT OF ALLEN VAN EMMERIK, CABIN JOHN CITIZENS ASSOCIATION

Mr. VAN EMMERIK. Thank you, Senator.

I do represent Cabin John, a very small community of some 2,000 people, perhaps a microcosm of the nearly 1 million people affected by National Airport. However, we are rather severely affected, and we have been for a long while.

As Mr. Bernthal has pointed out, when the so-called noise abatement procedures, using the river corridor, were first imposed upon us, there was no notice. You have rightly pointed out that this does not mean that there should not be notice given at future stages.

However, this does go to the question of whether or not that procedure, once imposed, should remain, because it was not imposed with notice. Cabin John has, ever since it was imposed, fought it. That, I think, goes to the argument: You live in Cabin John, you knew the problems, you have no right or standing to be heard on the question.

We hear a lot about windows rattling and plaster cracking, and things like that. I suggest to you, Senator, that this is a most anemic way of viewing the problem created by aircraft noise. As Mr. Bernthal has pointed out, the river corridor people—Cabin John is at what you might call the outflow end of what has been called the Potomac noise sewer—get every single flight that comes overhead.

It is a question of quality and not quantity. When you hear aircraft noise every few minutes, when the noise from one plane has not died when you begin to hear the next, it has a definite effect upon the soul. It affects the quality of life.

It makes it very difficult for me to understand why the simple equity of our position is not widely recognized. Why people, for a moment, entertain the thought that property rights should take precedence over human rights. This is why I characterize that argument as morally bankrupt. It is also intellectually bankrupt inasmuch as if any person who supports that position could find a real estate agent in the Washington metropolitan area to say, in a noise free area: "This house is going to cost you $10,000 more because you don't get noise," or in Cabin John he tells them: "We will knock off the same on the price of your house because you are going to get aircraft noise." I will eat my house before the termites do. It simply doesn't happen, it is one of those nasty little secrets.

I hope that when the FAA—I endorse the idea that the record be kept open—interprets the data, it interprets the intensity of the noise, and not the intensity of the outrage over the noise. It is facts, not what people think about them, that matter.

The other thing that I am at a loss to understand is why we keep reverting to the safety question. Not as to National Airport itself, for it is unsafe. I am talking about the safety implicit in the scatter

plan. We have the FAA's assurance that the scatter plan is perfectly safe, and that should be the end of it.

If there is no scatter, or if the scatter plan is being continued in use, it means one of two things: Either it is safe and good for the aircraft industry, so that they do it on an ad hoc basis; or if it is unsafe as some say, then Cabin John may be understood if it doesn't thank people for saying that not only the noise, but the planes themselves, may fall on Cabin John for all that anybody cares.

Safety is simply not an issue. The conduct of the aircraft shows that to scatter is perfectly safe. The FAA says that it is perfectly safe. Therefore, nobody has a real safety-based argument against the scatter plan. The matter simply goes to equity. It simply goes to whether some will bear all of the noise burden and the misery of National Airport, or all shall bear some. I don't see that it is a very remarkable notion, that all should bear some.

If it is to remain a convenient, in-close, air facility for the Washington area, then all of those who benefit from it should likewise share the noise burden. To me it is such a simple proposition that I wonder why we spend a lot of time talking about it. I think that it is the principle on which the scatter plan is built.

I think that the idea that property rights should overcome human rights is a notion that we have long ago put behind us. I know of no reason why we should resurrect itself now for people to say, well, you bought into Cabin John in 1976. You have no right to protest.

In the first place, that is not a correct argument. In the second place, I protest on behalf of a community that has been there since 1875. In the third place, Cabin John has fought and continues to fight, right or wrong, the idea of a river corridor which inflicts all the noise on the river communities.

Thank you very much.

Senator TRIBLE. Thank you. I appreciate your statement. I was going to ask you how many people you had who actually have lived there since 1875.

Mr. VAN EMMERIK. I would like to answer that.

Senator TRIBLE. There are some?

Mr. VAN EMMERIK. Yes.

Senator TRIBLE. Over 100 years old?

Mr. VAN EMMERIK. Yes, whose families have lived there that long.

Senator TRIBLE. Don't let that information get out, or you will have a mob of people who will move to Cabin John.

Mr. VAN EMMERIK. The air is better there. It is the ozone created by the planes.

Senator TRIBLE. I was pleased to hear your testimony, and I think that you can help us. I know that you are speaking for all of the communities that are affected by airport noise. Let me say that this will be a continuing inquiry. I would welcome, and the subcommittee would welcome your continued input. We will, in fact, review the information as the FAA proceeds to meet some of the concerns articulated today.

We want to improve the safety of the airport. We want to relieve the congestion. We want to moderate the noise. This argues, for some very obvious objectives. Thank you very much.

Our final panel consists of Mr. Gary Kopff, Coalition Against the Scatter Plan, and Mr. Fred Wood of Citizens Against the Scatter Plan.

We will start with Mr. Kopff

## STATEMENT OF GARY KOPFF, COALITION AGAINST THE SCATTER PLAN

Mr. KOPFF. On behalf of the Coalition Against the Scatter Plan, I would like to first express my strong opposition to the scatter plan; second, oppose any similar tests in the future; and third, express our strong opposition to the adoption of the scatter plan on a permanent basis.

What is the Coalition Against the Scatter Plan? Our advisory council includes 18 elected officials, including Delegate Walter Fauntroy who you heard from this morning, Mayor Charles Beatley who you heard from this morning, Arlington County board member Mary Margaret Whipple who you heard from this morning, nine members of the District of Columbia's City Council, members of the Alexandria City Council, two members of the Fairfax County Board of Supervisors, and the chairman and two members of the Prince George's County Council. The membership of the coalition includes individuals, and civic and neighborhood-based organizations in northern Virginia, the District of Columbia, and Maryland.

Finally, the advisory council also includes a number of business leaders among whom are David Maxwell, the chairman and chief executive officer of Fannie Mae; Thomas Owen, chairman of the board of Perpetual American Bank; Stephen Harlan, managing partner at Peat, Marwick, Mitchell & Co.; Roger Stevens, the chairman of the John F. Kennedy Center for the Performing Arts; and a number of other business leaders from the Greater Washington Board of Trade, and the Federal City Council.

I identify these individuals because I suggest, Mr. Chairman, that the broad spectrum of persons and organizations associated with the coalition is in and of itself a clear manifestation of both the breadth and depth of public sentiment running against the scatter plan.

This coalition has provided a broad forum to debate and to air the issues. Since our initial press conference on November 8, we have been active in organizing public debate on this issue in five forums.

First, in conversations face-to-face and through an exchange of letters with the Administrator at the Federal Aviation Administration and with the Chairman of the Council of Governments.

Second, in participation with the media.

Third, in writing on two occasions to over 200 civic associations throughout Maryland, Virginia, and the District of Columbia.

Fourth, in contacting over 200 chief executive officers of corporations in the metropolitan area who are active on the Board of Trade and/or the Federal City Council.

Fifth, in contacting citizens directly through the publication of 10,000 flyers, hundreds of posters, as well as public announcements placed in the Virginia, Maryland, and District of Columbia newspapers.

What are the problems with this test? In my prepared testimony, we have identified six problems, but I would like to stress only one of them in these remarks, and it is one that has been discussed this morning at some length.

Many of the speakers have suggested to this committee that you should wait until the results are in, that it is premature to hold a hearing of this type, and that surely the scientific results of the test will enable us all to make a more informed ultimate judgment. One of our major challenges is the methodology of the attitudinal survey which will be quoted next June, July, or August, as part of the results of this test.

First, Mr. Wilding of the Federal Aviation Administration "tiptoed," as he put it, away from your question, Mr. Chairman, when you asked him about the firm selected to conduct the attitudinal survey. You were referring to the firm of Bolt, Beranek & Newman, and he suggested that you were mistaken, and you were perhaps referring to Howard, Needles, Tammen, & Bergendoff. I suggest that you were not mistaken. The challenge is to Bolt, Beranek & Newman performing the attitudinal survey, and Mr. Wilding knows this.

Second, Mr. Wilding tiptoed away from your request for a copy of the survey methodology and the instruments by suggesting that it would be more appropriate to contact the Council of Governments. We have, and they have declined our request. Perhaps they will not decline a request from this committee, although apparently they are not here for this morning's testimony.

Senator TRIBLE. As a member of the Senate Aviation Subcommittee, I do have some influence with the FAA, and they will give the answers to these inquiries. There are some advantages to being a member of FAA's authorizing committee.

Mr. KOPFF. Congress appropriates the funds for the Federal Aviation Administration. Based on a Freedom of Information Act request, we learned that the Council of Governments received a grant from the FAA to pay for the study. So I suggest that you have multiple avenues of access to that information.

Mr. Wilding tiptoed once again away from your question when you quoted the Fairfax County chairman, Mr. Jack Herrity, who was specifically addressing the attitudinal survey carried out by the Council of Governments. The answer given to your question, on the other hand, shifted the subject to the remote noise monitoring stations. This was not Mr. Herrity's point, nor your point.

Finally, the significance of this attitudinal survey, the significance of the results of the test that we have heard referred to so many times, is I suggest an important element of this review by your committee. The attitudinal survey is designed to pose questions before, during and after, and to ask people, presumably selected at random, in an unbiased way, is the problem worse before or after?

Since we have heard much testimony this morning that scatter plan has not ended, or that the scatter plan officially ended but

that the deviations have not ended, what can be the response of a person who is so questioned?

We know that many people have been surveyed and asked to compare the conditions during scatter with the current conditions. The current conditions in fact are not the prescatter plan conditions; the current conditions are themselves subject to high levels of noise that are not typically associated with the community.

I suggest, in other words, that these results are going to be flawed. Therefore, it is not premature to challenge the test, and it is not appropriate to merely defer until these alleged scientific results come in from a firm, a fine acoustical engineering firm, but without demonstrated experience, I would suggest, in attitudinal surveys.

Senator TRIBLE. Let me stop you here for just 1 minute. There is a vote on the Senate floor, and I have 15 minutes to respond. I would like to conclude this hearing within the next 10 minutes. I would ask you, gentlemen, to work with that time frame.

Mr. KOPFF. Thank you, Senator, and I will try to do so in 1 minute.

The overriding spontaneous reaction against the scatter plan repudiates any notion that it will ultimately be publicly acceptable. Most elected public officials, such as yourself, Mr. Chairman, who are a sensitive barometer of public opinion in our democratic system of government, totally repudiated the scatter plan test.

More importantly, I suggest, the overwhelming response of citizens affected by the shatter plan was to cast their votes in rejection of this approach. As you have heard this morning, out of 21,505 people who contacted the FAA, 77 percent are opposed. Of the 1,538 persons, according to COG, who contacted the Council of Governments, 87 percent are opposed.

In addition to its legal responsibilities under the Environmental Protection Act, the Federal Aviation Administration has an obligation, not only under its authorizing legislation, but also in the interest of fostering good government, to consult with elected officials before taking any adverse action.

The FAA's role in the scatter plan, and the subsequent alleged return to prescatter plan conditions, has created a serious credibility problem. The ill will engendered by the fatally flawed test has seriously eroded already strained relationships between one of the few federally operated civilian airports in the country and the citizens and elected officials in the surrounding communities.

We would like to express our gratitude to you, Senator Trible, for your leadership on this issue. In many ways, it is unfortunate that the Congress of the United States need be involved in what inherently is a local issue, but so long as the operator of the Washington National Airport is the Federal Aviation Administration, and so long as the Federal Aviation Administration is unable, perhaps because of difficult political problems, to be accountable to local elected officials, unfortunately, the Congress must involve itself in this situation.

Thank you.

[The statement follows:]

STATEMENT OF GARY J. KOPFF, COALITION AGAINST THE SCATTER PLAN

Mr. Chairman, my name is Gary J. Kopff and I am appearing before this Subcommittee as the President and spokesman for the Coalition Against the Scatter Plan ("Coalition"). Like many of the members and persons associated with the Coalition, I am a resident of the District of Columbia and have personally experienced, both in the work place and at home, the severe annoyance to which many of the residents of the Washington Metropolitan Area were subjected during the scatter plan test. On behalf of the Coalition, I am here to express our strong opposition to the scatter plan test which the Federal Aviation Administration (FAA) indicates was terminated on January 7, 1984, and to also oppose any similar test in the future as well as express our strong opposition to the adoption of a scatter plan on a permanent basis.

The Coalition is a not-for-profit corporation organized by residents of the Washington Metropolitan Area in October, 1983 in response to the FAA's announcement that it would begin a scatter plan test in October, 1983. In addition to area residents, the Coalition includes among its membership and on its advisory council 18 elected government officials including Delegate Walter Fauntroy, Mayor Charles Beatley of Alexandria, nine members of the Council of the District of Columbia, members of the Alexandria City Council and the Arlington County Board, two members of the Fairfax County Board of Supervisors and the Chairman and two members of the Prince George's County Council. The membership includes not only individuals, but also a number of civic or neighborhood-based organizations in Northern Virginia, the District of Columbia and Maryland. Finally, the advisory council also includes a number of business leaders, among whom are David O. Maxwell, Chairman and Chief Executive Officer of the Federal National Mortgage Association ("Fannie Mae"); Thomas J. Owen, Chairman of the Board of Perpetual American Bank; Stephen Harlan, Managing Partner at Peat, Marwick, Mitchell & Company; Roger Stevens, Chairman of John F. Kennedy Center for the Performing Arts; Leonard Stewart, President and Chief Executive Officer of Steuart Petroleum Company; and a number of other business leaders who also serve as directors of the Greater Washington Board of Trade and/or as Washington Trustees of the Federal City Council. I believe that the broad spectrum of persons and organizations associated with the Coalition is, in and of itself, a clear manifestation of the breadth and depth of public sentiment running against the scatter plan.

Specifically, the Coalition's purpose as stated in its Charter is to promote the quality of the environment by, among other things:

1. Studying any proposed changes to long standing National Airport flight patterns;
2. Adopting and advocating public positions with respect to such changes; and
3. Providing a forum for residents of the Washington Metropolitan Area to participate in the process of making decisions about local flight patterns.

Consistent with its purpose, the Coalition has provided a broad forum to debate and air the issues involved in implementing the scatter plan test and has cooperated with and supported many local citizen groups which have emerged as strong advocates in opposition to the scatter plan. As one example, the Coalition has worked closely with groups such as the "Citizens Against the Scatter Plan" which has a sizable and highly active membership in Arlington.

The Coalition's purposes and activities do not and will not include taking positions on other issues affecting Washington National Airport, such as the level and type or hours of aircraft operation. Although individual members of the Coalition, or members of its advisory council, may have taken public positions on such issues, such views represent the positions of the respective individuals separate and apart from the Coalition.

Since the Coalition's initial press conference on November 8, 1983 announcing its formation and its opposition to the scatter plan test, the Coalition has been active in organizing the public debate on this issue in the following forums:

1. *Federal Aviation Administration/Council of Governments (FAA/COG).*—We reviewed the FAA files under the scatter plan test made available under the Freedom of Information Act. We raised issues in a letter to then FAA Administrator Helms, which was answered by Mr. James Wilding. We subsequently met with Mr. Wilding, his deputy, his operations chief and his legal counsel and confirmed in writing the understandings reached during our meeting. We also raised a number of issues in a letter to the newly elected Chairman of the Board of COG, the Honorable H.R. Crawford, and received a highly supportive response.

2. *Media.*—We participated in a number of radio, television and print media interviews which increased media coverage on scatter plan issues and added to the public's understanding.

3. *Civic Associations.*—We assembled lists of civic associations in targeted jurisdictions and alerted the organizations to the issues associated with the scatter plan so that they could formulate a public policy position.

4. *Business Leadership.*—We alerted over 250 business leaders in the Washington Metropolitan Area, who serve on the greater Washington Board of Trade, and/or the Washington Trustees of the Federal City Council.

5. *Citizens of the Metropolitan Area.*—In addition to indirect work through the media, we prepared and distributed over ten thousand flyers and hundreds of posters in support of local community groups who wanted to inform their neighbors on the scatter plan issues. We also ran public announcements in local papers in Virginia, Maryland and the District of Columbia, urging citizens to vote on the scatter plan by calling the FAA "hot line" and to notify COG of their views.

According to the FAA, the original scatter plan test was terminated on or about January 7, 1984. As we understand the FAA's plan, that test is to be used as the basis for deciding whether or not some form of a scatter plan should be adopted on a permanent basis. The adoption of the scatter plan test raised a number of serious concerns which we expressed to the Federal Aviation Administration and which we will restate for the record in these hearings.

Our primary concern was that although the test certainly caused massive inconvenience and seriously degraded the quality of life for an estimated 350,000 residents of the Washington Metropolitan Area not previously impacted by aircraft noise, the test results are not a valid basis for evaluating the impact of dispersed departures from National Airport on the Washington Metropolitan Area's environment and population. In our judgment, the environmental assessment ("EA"), upon which the scatter plan test is predicated, is flawed in many respects and should never have served as a basis for undertaking a plan with intentionally significant adverse impacts on the local environment. More importantly at this stage, the validity of the scatter plan test results itself is doubtful because:

1. The health effects which the test might have upon human beings living in the new flight print were not even a subject addressed by the environmental assessment;

2. Noise experts have disputed the validity of the methodologies employed in the EA. According to these experts, the "thirty seconds of time above 75 dBA threshold test" employed by the FAA is not widely accepted and does not adequately reflect the frequency of flights;

3. The test apparently fails to specify any method by which its results will be evaluated and the equipment allocated for monitoring noise levels over residential areas was insufficient;

4. While the test was conducted, it was alleged that the demonstration test was not being conducted according to the FAA's own plan. Documented and proper deviations from proposed flight patterns were cited, including one report indicating that of south bound take-offs from National Airport in one day, twenty-two percent turned off the Potomac before reaching the Woodrow Wilson Bridge, in violation of the plan. Under these circumstances, the test results would be of dubious value at best in predicating the impact of the scatter plan on the area environment;

5. The FAA's itself took the position that the test should have been commenced in the very early fall in order to properly evaluate bi-seasonal effects of the plan. By commencing implementation in late October, the plan did not adequately measure attitudinal aspects in warm weather when overflights are especially disruptive.

6. Finally, the post-test attitudinal survey conducted after the resumption of pretest flight patterns may also be technically flawed, and therefore of questionable validity. The survey methodology and draft questions used in the survey were developed by one firm and allegedly approved by another firm, neither of which has recognized expertise in attitudinal nor survey techniques and both of which have extensive business relationships with the FAA.

Although the conclusions and recommendations of the scatter plan test have not been made available to the Coalition, we would strongly object to any recommendation that a scatter plan be adopted on a permanent basis. First, since the test results themselves are flawed, we do not believe that there is any valid basis to support such a recommendation if it were to be drawn based on the scatter plan test. More importantly, however, the plan makes no sense. As already indicated, the test caused massive inconvenience and seriously degraded the quality of life for an estimated 350,000 residents of the Washington Metropolitan Area not previously impacted by aircraft noise. While the number of newly affected citizens by a scatter

plan is staggering, the number of citizens exposed to jet aircraft noise would not significantly diminish with the adoption of a dispersal program. Thus, adoption of a permanent scatter plan would merely increase the overall exposure of the citizenry to jet aircraft noise.

Finally, the overriding, spontaneous public reaction against the scatter plan repudiates any notion that it would be publicly accepted. Elected public officials, who are a sensitive barometer of public opinion in our democratic system of government, clearly repudiated the scatter plan test. For example, the Honorable H. R. Crawford, Chairman of the COG, responded to the Coalition's inquiries to him by stating that—

"I will use every ounce of influence in leadership at my command as Chairman of the Board of COG to make certain that the scatter plan, which was tested only on a temporary basis, will never be put into effect. As you may know, I have always opposed the idea that the scatter plan should ever be considered a solution to the problem of noise from jets using the National Airport."

Similarly, Floyd E. Wilson, Vice Chairman of the COG is equally resolute in his opposition to the scatter plan. Mr. Wilson is the newly elected Chairman of the Prince Georged's County Council and a Co-Chairperson of the Coalition. In addition, a clear majority of the Council of the District of Columbia is firmly opposed to the scatter plan, as evidenced by the presence of nine members of the City Council who are Co-Chairpersons of the Coalition. Finally, the Virginia cities and Counties, represented on the COG firmly oppose the scatter plan.

Most importantly, however, the overwhelming response of the citizens affected by the scatter plan test have "cast their vote" with the FAA or COG rejecting the scatter plan as illustrated in the attached tabulation.

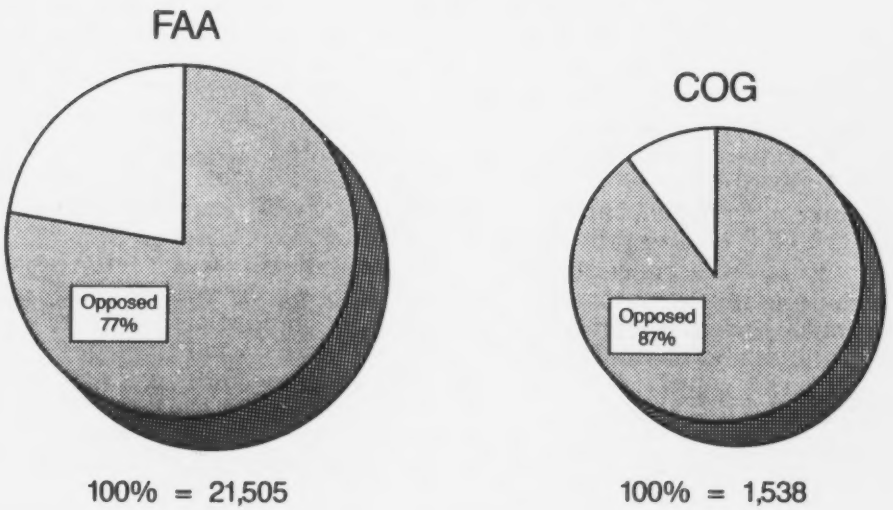
In addition to its legal responsiblilites under the National Environmental Protection Act, the FAA has an obligation, not only under its authorizing legislation but also in the interest of fostering good government, to consult with the elected officials of local governments before taking any action adversely affecting a geographic region. If the FAA properly discharges its statutory responsibilities, it could not in good faith reach a decision to adopt a scatter ploan in the face of the overriding public opposition to it. Already, the FAA's role in the scatter plan, and the subsequent aileged return to pre-scatter conditions, has created a serious credibility problem. The ill will engendered by this fatally flawed test has seriously eroded already strained relationships between one of the very few federally operated civilian airports in the country and the citizens and locally elected officials in the surrounding communities.

We respectfully submit to your Subcommittee that in exercising its oversight function over the FAA, it should carefully scrutinize the FAA's decision to adopt a scatter plan test in the first instance and its conduct of that test. Further, the Coalition strongly urges and feels it is imperative that the Subcommittee also require the FAA to provide a clear and convincing explanation to this Subcommittee in advance should it decide to go forward at any time with a permanent scatter plan.

Therefore, we would like to express our gratitude to this Subcommittee, to Senator Paul S. Trible, who is a member of this Subcommittee, and to Members of Congress from Virginia (Senator John Warner and Representatives Frank Wolf and Stan Parris) and from the District of Columbia (Delegate Walter Fauntroy) who have exercised leadership so effectively on this issue. Were National Airport not one of the few civilian airports in the United States operated by the U.S. Government, it would not be necessary to involve the Congress of the United States in this inherently local issue. However, as operator of Washington National Airport, the FAA is not accountable to locally elected government officials and citizens.

# CITIZENS REJECT "SHATTER PLAN"

(Telephone calls, letters, and petitions)




Source: FAA as of 2/8/84 and Council of Governments as of 1/6/84

Senator TRIBLE. Thank you.
Mr. Wood.

## STATEMENT OF FRED WOOD, CITIZENS AGAINST THE SCATTER PLAN

Mr. WOOD. Thank you very much.

My name is Fred Wood, and I am appearing on behalf of Loren Fraser, the president of Citizens Against the Scatter plan. We all want to thank you, Senator, for the opportunity to appear. It is a pleasure to appear last because you have the opportunity of wrapping everything up. So I would like to make a few points on the problems and on the solutions.

First of all, let me say that Citizens Against the Scatter Plan is a grassroots organization opposed to the scatter plan. This is spontaneous combustion. This is not orchestration. This organization came from the grassroots as soon as the scatter plan test started. It is made up of 1500 citizens and activists throughout northern Virginia and the District primarily.

Second, I want to emphasize that the citizen support for the scatter plan is very limited. It always has been limited. I have been involved with this issue for several years, and the vast majority of citizen groups, civic associations, as well as Citizens Against Scatter Plan opposed the scatter plan for months and years.

Third, the issue of equity, in our opinion, the scatter plan is inequitable. What the scatter plan should more properly be called is a concentration plan. What it does, it moves planes when they are lower and louder over more densely populated areas. In our opin-

ion, this is not equity, this is inequity. It certainly aggravates the problem. It vastly increases the net noise exposure of the Washington area population. There is no question about it, and you don't need any further studies to reach that finding.

What to do about the problem. We all agree that there is a tremendous noise problem and safety problem from the operation of National Airport. The scatter plan clearly is not the answer. Let me make some suggestions for the committee to consider, and use your influence with the FAA.

First, there is no question that there are deviations, substantial deviations. Our organization has pointed this out for several months now and has documented it the deviations. There are violations of the 326 radio, and there are violations of the two-stage plan, and there are multiple violations.

What is needed is a major change in the way that the noise abatement program is handled at National Airport. Several suggestions—seriously consider making as a mandatory program. Don't let anybody off the hook.

I agree with the mayor of Alexandria, the air traffic controllers give the directions to the airplanes, and when those airplanes are turning early, they are legal in doing that with the concurrence of the controller. If they are not getting the concurrence of the controllers, then they are illegal by existing regulations.

Clearly, the FAA should be able to control the situation. If they can't do it under the so-called voluntary basis, it should be made mandatory with penalties and other inducements to encourage compliance.

Second, I strongly urge that the committee request or direct the FAA to reinstitute their noise monitoring. This is an invaluable tool that is necessary to understand the situation.

They did it up until a couple of years ago, and it has not been done for 2 or 3 years. These reports, in addition to noise data, provided specific information on the airlines, the aircraft, the altitudes, the plans, all of the information needed to really get on top of this situation. That should be reinstituted immediately.

Third, in terms of your request for flight tracks from the FAA, may I respectfully suggest that you expand your request to include not only the turbojet departures, but also the turbojet arrivals. We believe that a considerable amount of the problem is arrivals. In addition, I suggest that you include prop planes in it, because clearly the prop planes are on the scatter plan right now, and that is a piece of the total picture.

Finally, as closing, I want to tell you what happened at a meeting we had of over 150 persons a few months ago. Nct only was there overwhelming opposition to the scatter plan, but we conducted a poll of these people, and we found out that over 90 percent favored substantial cuts at National Airport as the real solution for the noise and safety problems.

In addition, over half of the people in attendance favored fading out turbojet aircraft at National Airport altogether.

In conclusion, Senator, we appreciate the opportunity to be here. We would like very much to work with you, and your colleagues in the House, and the staff to effect a permanent and longstanding solution to the problem at National Airport.

Senator TRIBLE. Thank you very much. Let me just say two words in conclusion.

Our purpose here today was severalfold. First of all, I thought it was important that those localities and citizens directly impacted by the scatter plan test have the first full opportunity to speak out and share their thoughts and concerns. That we have accomplished today.

We have had, I believe, a very well-informed point and counterpoint discussion of the noise problems relating to National Airport.

I think it was important to more precisely identify FAA's future administrative procedures and intentions relating to any future scatter plan testing.

It was important to have an opportunity to ask the FAA about the many post-scatter plan complaints. We have heard today that there are some problems. The overflight at Rosslyn, and the evidence that such overflights are widespread. For whatever reason, planes are not departing National Airport as they once did, and this creates the very real problem of noise and safety. Those we will pursue.

Finally, I believe that today's inquiry underscores the importance of long-term problems that the Washington metropolitan area faces; and those are the problems of safety at National Airport, the problems of noise at National Airport, and the problems of congestion at National Airport. These will continue to be recurring problems no matter how we may evaluate the scatter plan. I think they argue persuasively for working together to reduce the passenger cap at National and working together to provide incentive for greater accessibility to Dulles and BWI. On that, I am sure that we can count on the cooperation of FAA.

I also appreciate the testimony of Mr. Wilding here today.

I thank you for your interest and we will pursue this matter and work together.

[Whereupon, at 12:15 p.m., the subcommittee recessed.]

## ADDITIONAL ARTICLES, LETTERS, AND STATEMENTS

STATEMENT OF PHILIP L. CHABOT, JR.

Mr. Chairman and members of the subcommittee: Thank you for the opportunity to submit these written comments and for demonstrating, by these hearings, your interest in the problems suffered by those who reside within the flight paths of National Airport.

I would like to say at the outset that, as a frequent air traveler, I am one of those persons who benefit most from the proximity of National Airport. Yet the time has come when convenience must give way to the overriding consideration of the safety and welfare of the hundreds of thousands of people who live and work in Alexandria, Fairfax, Arlington, and Montgomery.

You will, no doubt, hear from our public officials and the representatives of our civic associations of the general unhappiness caused by the intrusion of noise into their homes and businesses and of their real apprehension about their safety. Having visited more than 10,000 homes in the Mount Vernon/Mount Eagle area during my own campaign for the Virginia House of Delegates last year, I can assure you that the recitation of these concerns accurately reflects the views of our citizens.

With each passing year, each new innovation in aircraft technology, and each new subdivision and office building, it becomes increasingly clear that National is the wrong airport in the wrong place at the wrong time.

National was designed for prop aircraft; it now handles the most advanced, if not yet the largest, jets. It was built at a time when the surrounding countryside was inhabited by farm animals; today, its neighbors are high-rise office buildings and apartments. It was built to serve the transportation needs of a small city; it now serves a major metropolitan area.

The problem of noise pollution cannot be disassociated from these other basic issues. An occasional overflight by a prop aircraft is tolerable. A steady stream of low flying jet aircraft is not. Noise has taken on increased significance precisely because of the advances in aircraft technology, the increasing frequency of flights, and the increasing density of the surrounding countryside.

Having worked as an attorney on similar environmental matters in other regions of the country, I know that these problems are not unique to National. What is unique, however, is the fact that federal ownership and administration has placed control of the airport's operation beyond the reach and influence of local government. It is one of the oddities of our situation that in the only other comparable situation—military airports—surrounding communities receive far greater protection and consideration through military regulations than the inhabitants of the Washington Metropolitan area receive from the Federal Aviation Administration.

The extent of the alienation of federal officials form the public it serves can be measured by the fact that when the FAA announced the end of the scatter flight plan, many peopole simply refused to believe it. Underlying this suspicion is the further fact that the FAA has proven itself adept at acceding to the increasing demands of the aviation industry while sacrificing the interests of local residents. Time and again the FAA has publicly proclaimed limits on the use of National—such as the ban on night flights—only to quietly alter them later. In short, the FAA has proven unable or unwilling to take decisive action to protect the interests of our residents. It is to the Congress that we must resort for a remedy.

What can be done?

First, we must recognize that the scatter plan appears not to have spread the noise burden more equitably throughout the region as it was supposed to do. Instead, it subjected more areas to noise without significantly reducing the noise experienced by communities under the previous flight plan.

Second, we can and should examine measures that could restrict the noise contours as much as possible. This might be achieved by a number of means, including the use of flight paths closer to the center of the Potomac or, south of the airport, closer to the eastern shore; postponing departures from these flight paths until the

planes are farther from the airport; and establishing strict standards for engine noise levels.

Third, we must recognize that these kind of measures are mere paliatives. Noise cannot be eliminated and will continue at unacceptably high levels until we begin to address the core problem that National Airport is overused. We can and must take steps to encourage the use of Dulles by placing real restrictions on the number and range of flights from National and taking steps to make it easier for the public to use Dulles.

Rather than increase the number of landing slots at National, they must be reduced. Rather than permit the airlines to make an end run around the restrictions on flight range by simply inserting an intermediate stop on a long run, we must insist that the flight range be the actual terminus of a flight. We should resist the temptation to permit the use of National by larger aircraft and we should definitely not permit its use at night.

Finally, we must deal with the fact that National's major attraction is its proximity to the District. Dulles must be made a feasible alternative. We need to give serious consideration, as some Members of Congress have already proposed, to making Dulles an integral part of the metropolitan rapid transit network.

These hearings are a welcome opportunity. But they must be the beginning and not the end of congressional involvement in the future of National Airport. All of us in Northern Virginia are hoping that these hearings will provide the impetus for action.

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### Statement of Helen H. Popenoe

Mr. Chairman: After attending the April 12, 1984 hearing on whether or not to institute a permanent scatterplan for the air traffic at National Airport, I wish to add the viewpoint of the Mohican Hills Citizens' Association. I am our Association's Delegate to the Coalition on Airport Problems. The Mohican Hills Citizens' Association, Bethesda, Maryland, near the Cabin John Bridge, is in favor of the scatterplan.

The permanent scatterplan should have no more than one or two flights over any one groundline per hour. To share the noise stress as evenly as possible throughout the area surrounding National Airport is the only just solution until we can drastically reduce the National cap achieve greater use of Dulles and BWI Airports.

The stress that is continually present in our daily lives due to our having to endure more than our fair share of the National noise pollution must be relieved. We have suffered from National's air traffic for so many years some of my neighbors may have become habituated to the repetitious noise. However, this does not make the situation any more healthy and should not be used as an argument against reinstating the scatterplan.

Noise researchers, according to the New York Times, Tuesday, November 16, 1982, found that serious injury can occur to people's automatic nervous systems without consciously giving discomfort. Such stress from a noisy environment can result in "increased heart rate and blood pressure, constriction of small blood vessels in the extremities, redirection of blood flow away from the skin and digestive organs and to the brain and muscles, muscular contraction, release of stress-related hormones from the adrenal glands, dry mouth, dilated pupils and subjective feelings of tension, excitement and anxiety."

We will be very interested in studying the results of the scatterplan trial when the FAA report is issued this summer and trust that you will reopen these hearings for a complete review.

Thank you, Mr. Chairman for your fairness and your sensitivity toward the personal suffering caused by the noise pollution of National Airport.

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### Statement of Ellen M. Bussey

This is submitted as additional testimony within the time period afforded for such to interested persons who did not testify at the hearing.

Testimony given at the above hearing by Northern Virginia representatives from widely separated geographic areas appeared unanimous on the major issues. It is now clear that:

1. Very large areas are now affected by intolerable noise from planes which was not there prior to October 24, 1983.

2. There is a general sense of outrage that this could have been inflicted on so many people without their participation in the decision-making process.

3. We have all been, and were again at the hearing, subjected to child-like explanations by the FAA and the Director of the National Airport—i.e., "the pilots are to blame, we can't do anything about the noise," "the noise was really there before October 24, 1983 but you just didn't know that you were hearing it."

4. The Department of Transportation and the FAA have lost credibility with all affected by the noise.

My own area, at 6505 Old Chesterbrook Road, McLean, Va., was devoid of airplane noise prior to the initiation of the scatter plan on October 24, 1983. As of this date, it has continual overflights. Planes are directly overhead at 7:05 A.M. going Northwest or turning West. One plane follows the other without apparent intervals in the noise pattern, a situation from which there is only occasional relief as the day progresses. The only quiet I experience is on days when the wind direction does not permit take-offs this way. A substantial proportion of my work must be done in my home office and I took great care to select a house in a quiet neighborhood. There was no plane noise prior to October 24, 1983.

What was noticeably missing from the testimony at the April 12 hearing of the Aviation Subcommittee was an explanation of why so many people are currently subjected to intolerable noise that was not there before. Mr. Wilding was the only one who could have been expected to give such an explanation and that expectation was no longer a realistic one by the time of the hearing. Wilding has maintained all along, in word, writing and with charts, that the noise we all object to from so many different jurisdictions is a figment of our collective imaginations. It does not exist in reality. His standard reply when confronted with the problem is that "the scatter plan is over." By April 12 it was no longer reasonable to think that Mr. Wilding would have another explanation than the ones he has given all along.

It also appears unreasonable to hold Mr. Wilding responsible for what is happening. He is at the lowest level of a hierarchy that supervises activities at National Airport. This hierarcy starts with the Secretary of Transportation from whom Mr. Wilding must take his orders and to whom Mr. Wilding must look for final action. Just as Wilding's explanations that the pilots are determining their own flight patterns and are, therefore, responsible for the noise, are not credible, it is unreasonable to hold Wilding himself responsible. His rote remarks which have not varied since January 8 and which a man of his experience could not possibly believe, testify to the fact that he is merely a spokesperson.

We were disappointed, therefore, that there was none at the April 12 hearing from the higher echelons of the Department of Transportation. Like the representatives of COG who were unwilling to defend what they had wrought, others from the FAA and the Department of Transportation were probably asked to testify and refused. Their refusal, and that of the members of COG, should have been pursued. It is my opinion that nothing at all will be accomplished with respect to the airplane noise pollution we now experience unless the matter is taken beyond the level of Mr. Wilding.

In the absence of any explanations as to why the things which are obviously happening are occurring, one can only speculate. The logical assumption is that there was a need to widen the air corridors to accommodate more traffic or to make it safe for an existing overload of traffic already using the airport. Since a discussion of increased, or crowded, traffic at the airport has always been an unpopular local issue, a de facto act was decided on. Apparently the Department of Transportation considered the extension of its overflight lanes to have been completed successfully after January 8 because they have gone on to the next step—night flights.

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STATEMENT OF ARLINGTONIANS FOR PRESERVATION OF THE POTOMAC PALISADES

Mr. Chairman and Members of the Subcommittee: Any scatter plan for Washington National Airport (WNA) should be rejected because:

1. FAA while admitting a significant increase in noise pollution continues to ignore the instructions of former DOT Secretary, Mr. Lewis:

"Those disturbed by the noise at National should get as much consideration as those who benefit from its services." (Press Conference, February 27, 1981)

"Lessen the noise, don't spread it," According to Mr. J. Banzhoff III, Professor of Law and Legal Activism, George Washington University:

"This is akin to asking the public whether in order to deal with the problem of "police corruption" in some city, they (citizens) would rather have all of the corrupt cops in one district or spread out equally throughout town." (Letter to the Editor, "Lessen the Noise, Don't Spread it," The Washington Star, May 20, 1977.)

2. The plan also ignores the Environmental Protection Agency's condemnation of increased air pollution in a letter from EPA to Mr. Wilding, Director, Metropolitan Washington Airports:

"Proposed policy will increase airport related air pollution concentrations at WNA, resulting in continued violation of Federal Ambient Air Quality Standards and implementation of the proposed policy will still leave a 13-square mile area surrounding WNA within the NEF 30 noise contour. EPA and FAA are committed to reducing noise levels below NEF 30 in residential areas." (Chairman, Arlington County Board, Mrs. Bozman, Testifying before the Committee on Public Works and Transportation, Subcommittee on Aviation, U.S. House of Representatives, June 11, 1980.)

3. It is endangering the life of people, not only on the plane, but also inflight paths on the ground because: a. It is a loose set of multiple routes resulting in pilots flying a not precise pattern; b. WNA is located in an insurmountably dangerous area.

WNA is surrounded by water on three sides. I have pointed this out publicly several times, for example, at an Arlington Country Civic Federation meeting (attended by the Chairman of the Arlington County Board, Hon. S. Detwiler) only a few days before the Air Florida Flight 90 crash, January 1982—over 75 human beings perished in the frozen, Potomac.

There have been many dangerous close calls.

"An average of one "close call" a day were reviewed by FAA in 1976 alone; but it is only half noted by pilots. For the most part "close calls" are near airports, crowded airports." (Airline Pilots Association Before Subcommittee on Government Operations, House of Representatives, Dececmber 7, 8, 1978.)

The "Manhattanization" of Rosslyn:

"The WNA is being hemmed in more tightly with each passing year by the construction of high-rise buildings in Virginia." (Mr. M. J. Rody, Director of Planning Services, National Capital Planning Commission, Testimony Before the Arlington County Board, January 18, 1983.) (See "Rising in Rosslyn" (Washington Post, April 10, 1984).)

The present Scatter Plan is only a repetition of failure of two identical experiments:

"FAA estimated that the proposed five-mile flight path extension southbound would result in an additional 2.8 million gallons of jet fuel expended annually and concerned citizens of the affected area had argued persuasively that because of lower densities, and therefore, lower ambient noise levels, the resultant jet noise impact would be greater, even with the aircraft passing over at a higher elevation." (COG Board of Directors Meeting, Minutes April 11, 1979, p. 5, Last Par.)

And according to Mr. Al Grant, Director of Transportation Planning, COG:

"FAA's test of extending the southbound departure flight path at WNA from 5 to 10 nautical miles. Result: Although the absolute noise level of individual overflights is significant, the frequency of over-flights appears to produce greater annoyance." (Grant's memorandum to COG's Board of Directors, March 12, 1980)

The elected governments of almost the entire Nation's Capital area and the expert Transportation Planning Board of the Metropolitan Washington Council of Governments (COG) rejected any scatter plan as counter-productive. Simply stated, FAA is still violating:

1. Its own "Guidelines."

"To protect and enhance the environment through the location and expansion of aviation facilities in such a way that impairment of the ecology and the intrusion of noise and air pollution into the community are avoided."

"A new dimension has been added to the airport planner's job. Airport development that focuses only on the requirements of the user without emphasis on the protection, and even enhancement of the environoment, will no longer be tolerated." (Planning the Metropolitan Airport System, 1970, p. 66.)

2. Instructions of former DOT Secretary Lewis:

"Noise, air, and ground congestion are factors that must be weighted against the economic needs of airport users. Among the factors to be considered are the needs of the carriers and general aviation users, as well, as the needs of the National's residential neighbors." (Secretary Lewis before mentioned conference.)

In other words, FAA is also still ignoring:

1. U.S. Senator Mathia's 4 year old findings and urgent warning. (Congressional Record, Vol. 125. No. 49).

2. Its' own even older admission of the most decisive fact:

"National Airport is already being used *beyond* the *design capacity* of its terminal and roadway." (4910-13, Title 14 Aeronautics and Space, Chapter I—FAA-DOT; 14

CFR, Parts 93 and 159. Docket No. 21955, Notice 81-8, Metropolitan Washington Airports, p. 27, last para.) Emphasis added.

3. DOT Secretary, Hon. E. Dole's most recent decision:

"I will in no way tolerate any diminution of safety in any of our modes of transportation." (NBC's Meet the Press.)

METROPOLITAN WASHINGTON COUNCIL OF GOVERNMENTS

The following action was adopted by the Board of Directors of the Metropolitan Washington Council of Governments at its July 13, 1983 meeting:

*Further Consideration of COG Policy on Washington National Airport.*—Washington National Airport should be phased out as a major commercial airport at the earliest practical time and commercial air carrier operations removed to other existing commercial airports in the Baltimore-Washington Bi-Region in order to reduce the adverse environmental and other impacts on the Nation's Capital. Passenger volumes at National Airport should be reduced to one-half current annual volumes and a reassessment made of the appropriate future use of the airport when this objective has been achieved or by 1995. Studies of the future use of National Airport should be undertaken as soon as possible.

The National Capital Planning Commission (NCPC), the central planning agency for the Federal government in the National Capital region recommending "phasing out" WNA as a "major commercial airport." (March, 1983):

"Commercial aircraft operations at National have significant adverse environmental impacts on Federal interests in the National Capital. This is particularly true for the monumental core of the Capital where existing aircraft noise adversely affects the character and quality of the environment in the vicinity of the major monuments, memorials and other public activities on the Mall and the West and East Potomac Parks. Additional areas in the District of Columbia, Alexandria and Arlington and Fairfax Counties, in Virginia, and Montgomery and Prince George's Counties, in Maryland, are also adversely affected by aircraft noise." (p.4)

"Once the Commission understood the implications of noise physics as it related to the restricted growth alternative, it concluded that the noise impacts, generated on the area of the Nation's Capital containing Federal monuments and lands adjacent to the Potomac and frequented by millions of tourists, foreign visitors and the local citizenry, could not be mitigated even by reducing the number of air carrier operations by 50% at National." (pp. 5 and 6)

"It is estimated that about as many persons visit the Lincoln Memorial annually as are destined to and from downtown Washington and National Airport. Does the air traveller have more rights than the tourist visting a national memorial? There can be alternatives for the air traveller; none are available to the tourist who wishes to visit the Lincoln Memorial." (pp. 7 and 8)

Mr. Reginald W. Griffith, Executive Director, NCPC. Subcommittee on Aviation, Committee on Public Works and Transportation, U.S. House of Representatives, June 19, 1980.

SUMMARIZED

Any scatter plan for WNA is only ignoring the issue by continued: Experimenting with a counter-productive idea; Endangering the lives of more and more human beings; Not utilizing the much under-used U.S. government owned Dulles International "primary jet" Airport and Baltimore-Washington International Airport; and Wasting many-many millions of U.S. tax payers money.

This FAA's continued irresponsible approach is also a typical case for invetigation by the General Accounting Office.

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MARYLAND GENERAL ASSEMBLY,
*Annapolis, Md., April 6, 1984.*

AVIATION SUBCOMMITTEE,
*Committee on Commerce, Science, and Transportation, U.S. Senate, Dirksen Office Senate Building, Washington, D.C.*

We will be unable to attend your hearing on April 12, but ask that you include this letter in the record.

We would like to bring the following points to your attention:

(1) This hearing is premature since neither FAA or COG has completed its data analysis or hearings;

(2) Two-thirds of the lanes that depart from National have destinations west of National and consequently must fly over Virginia anyway; therefore it is senseless to first fly them over Maryland;

(3) It is inconsistent for a jurisdiction that defends the existence of National, and who has real estate and commercial interest that benefit from National, to force the burden of noise on other areas (e.g. Arlington County).

(4) If National is viewed to be a community resource, then the noise should be shared by communities. Perhaps noise should be shared in proportion to the utilization of National and the economical benefits that are derived by each jurisdiction.

We are gravely concerned over the continued impairment of the quality of life for our residents who live along the Potomac River and other fly-over locations. We urge you to restrict flights to help alleviate this problem.

Sincerely,

THOMAS V. "MIKE" MILLER
GARY R. ALEXANDER
WILLIAM R. MCCAFFREY
JOSEPH F. VALLARIO, JR.

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CITIZENS COORDINATING COMMITTEE ON FRIENDSHIP HEIGHTS, INC.,
*Chevy Chase, Md., April 17, 1984.*

Hon. PAUL S. TRIBLE, Jr.,
*Senate Subcommittee on Aviation of the Committee on Commerce, Science, and Transportation, U.S. Senate, Washington, D.C.*

DEAR SENATOR TRIBLE: The Citizens Coordinating Committee on Friendship Heights, Inc. requests that this letter be made part of the record of the hearing on the "Scatter Plan" of aircraft departures from National Airport, which hearing was held on April 12, 1984.

The Citizens Coordinating Committee is an association of 13 civic associations representing communities containing more than 20,000 residents in and around Friendship Heights. These communities are in Southern Montgomery County, Maryland and Northwest Washington, D.C.

We wish to express our very strong opposition to the Scatter Plan. This plan has brought much noise to our previously quiet residential neighborhoods. A great many of our members reported serious disturbance by over flights starting as early as 7:10 a.m. and continuing at frequent intervals until late evening.

Because of the heavy population of the Northwest Washington-Southern Montgomery County area, the Scatter Plan greatly increased the number of people subject to severe airport noise. We regard this as particularly unfair since many residents of this area bought their homes in the belief that they were well away from aircraft over flights. In addition to our concern for noise, our communities are also greatly concerned with safety. The Scatter Plan directed aircraft over a very densely populated area, which could lead to disaster in case of an air crash. Accordingly, we urge that there be no resumption of the Scatter Plan.

Another major concern of the Coordinating Committee is the failure of many aircraft to return fully to the flight paths followed prior to the Scatter Plan test. A considerable number of our members report continued aircraft noise, including early morning and later evening flights, which were not experienced prior to the Scatter Plan test. We understand that the FAA considers noise abatement procedures advisory rather than mandatory. Apparently many flights are ignoring the voluntary noise abatement procedures to the disturbance of our residents. We further understand that planes on a Northern departure may follow a specified straight flight, after passing Georgetown Reservoir, as an alternative to following the curves of the River up to the Cabin John Bridge. This results in flights directly over our community. The Coordinating Committee objects very strongly. We urge that the following of the river route and other noise abatement procedures be made mandatory.

Finally, the Coordinating Committee urges that the noise and safety problems associated with National Airport be resolved by reducing traffic at National Airport through a transfer of flights to Dulles and BWI.

Respectfully yours,

MARVIN OTT, *Chairman.*

CARDEROCK SPRINGS CITIZENS ASSOCIATION, INC.,
*Bethesda, Md., April 25, 1984.*

COMMITTEE ON COMMERCE, SCIENCE, AND TRANSPORTATION,
*Senate Dirksen Office Building,*
*Washington, D.C.*

The Carderock Springs Citizens Association wishes to comment for the record on the Scatter Plan as it was tested a few weeks ago. We support the plan as a way to spread the concentration of airplane noise equitably over a large area rather than to concentrate it along only some flight paths.

Carderock Springs is a community of about 420 houses roughly bordered by River Road, Seven Locks Road and Persimmon Tree Road. For the first time in many years airplane noise in our community had become less oppressive during the period the scatter plan was tested. We regret that we are back to the old pattern that brings jets over our heads almost continuously on certain days and during certain hours. For instance, on April 23, 1984 we counted 27 overflights between 8:00 and 9:00 p.m.. We feel that the print-outs of the test results will speak for themselves and should be the most compelling argument to continue spreading the inconvenience of airplane noise over a wider area. Fairness demands that communities which share equally the use and benefits of National Airport also should share equally the burdens.

We hope that all the agencies involved will continue to work for a fair solution to the noise prolem. We in Carderock Springs are of the opinion that the Scatter Plan can be used as a solid base for such a solution.

Thank you for your attention.

Very truly yours,

INGE L. ENZINGER,
*President.*

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